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A HISTORY OF FEDERAL GOVERNMENT INVOLVEMENT
IN THE DEVELOPMENT OF SPORT IN CANADA: 1943 - 1979

by



WILLIAM D. HALLETT

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES
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FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled "A History of Federal Government Involvement in the Development of Sport in Canada: 1943-1979," submitted by William D. Hallett in partial fulfillment of the requirements for the degree of Doctor of Philosophy.

DEDICATION

To Janet who made me decide
through inspiration, love,
understanding and great persistence.
To Billy and Sarah who continued
to ask, why?

ABSTRACT

The purpose of the study was to historically trace Canadian Federal Government involvement in fitness and amateur sport. The major focus of the study was on the development of amateur sport in Canada following the proclamation of the Fitness and Amateur Sport Act in 1961 to formulation of Partners In Pursuit of Excellence-A National Policy on Amateur Sport in 1979. This was accomplished by investigating three sub-problems.

Part one of the study presents a perspective of federal government involvement in sport from 1867, the year Canada became a Confederation, to 1961. The period from 1867 to 1943 is presented as an overview. A more in-depth description and analysis is provided for the period from 1943 to 1961. The second part of the investigation identified and described the outputs of the FAS Act to 1969 when the Report of the Task Force on Sports for Canadians was tabled in the House of Commons.

The third sub-problem investigated the impact of the Task Force Report on the outputs of the Act from 1970 to 1979.

An historical-descriptive methodology was used to investigate the three sub-problems. Methods included basic library research and documentary analysis for the total time period of the study, from 1867 to 1979. In addition primary source data was collected for the 1961 to 1979 periods through the use of semi-directed focused interview techniques, informal conversations and correspondence. Following formal research procedures sixty-four persons were interviewed who were involved in fitness and amateur sport in Canada at

various times from 1961 to 1979.

Canadian Federal Government involvement in FAS was described in terms of objectives, organizational structure, allocative, program and positional outputs of federal legislation in effect at the time. The framework to describe allocative and program outputs of federal legislation was developed following an in-depth study of related Annual Reports and major studies. Positional outputs were identified and described using an adaptation of the framework developed by Baka (1978a) to classify sectors and components of the Canadian Sport Delivery System. A discussion of these outputs was facilitated by adapting Meranto's Model of Legislative Change for the study (Meranto, 1967).

The general conclusion reached was that following the passage of the Fitness and Amateur Sport Act in 1961 the government embarked upon a course of more direct involvement in amateur sport. This involvement was heightened following the Report of the Task Force tabled in the House of Commons in 1969. From 1969 to 1979 the recommendations of the Task Force were implemented or followed by the three Ministers responsible for the FAS Act during this period. Ministerial actions, the decisions of a more directly involved Fitness and Amateur Sport Branch bureaucracy and the influence of government-created arms length organizations - - especially the National Sport and Recreation Centre and Coaching Association of Canada - - moved the government away from the low-key reacting type service role of the 1960's to the lead role

in directing and influencing the development of fitness and amateur sport in Canada.

However, if the policies described in the 1979 White Paper-Partners in Pursuit of Excellence, A National Policy on Amateur Sport are followed whereby a new Sports Council is created it could mean that the federal government would lose the direct influence it gained over sport. It appears that the federal government wishes that sport be "peer-directed". However, because the federal government wants to continue to improve upon its international sport image it will not move totally out of sport until such time as sport is ready to be self-directed. It is hypothesized that the federal government will continue to be involved in sport through an arms-length, shared sector Sport Council Corporation as recommended in the White Paper. This Council will involve the major multi-sport organizations and all the NSGBs. If this occurs the Canadian Sport Delivery System will become a totally shared sector within society.

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CHAPTER I

INTRODUCTION

The Canadian federal government did not become directly or continuously involved in matters related to sport, through legislation, until October 1, 1943 when the National Physical Fitness Act (NPFA)¹ was proclaimed (see Appendix 3-2). In general terms the federal government showed very little concern for sport per se until the passage of the Fitness and Amateur Sport Act (FASA) in 1961 (see Appendix 3-1).

Initial program involvement by the federal government was related to fitness. In 1909 the Strathcona Trust Fund was established. The purpose of the fund was to encourage physical training and military drill within all public post-secondary schools in Canada. Although never formalized into an act, this program was endorsed by Prime Minister Sir Robert Borden and Parliament (Sawula, 1977:3).

The emphasis on fitness was further emphasized in the 1943 NPFA. However, it would be this Act and its pioneering, yet perfunctory, outcomes that would provide a basis for the broadened sport rationale in the 1961 FASA. From 1909 to

¹ Refer to Appendix 42 for abbreviations used throughout the Study.

approximately 1970 the Government maintained a quiet service type role based on a self-help principle. This role West (1973a,1:1) maintains was carried out "...with considerable hesitation and with the ever present question of whether government had any responsibility at all towards sport."

The FASA provided for the creation of the National Advisory Council on Fitness and Amateur Sport (NAC). The purpose of the Council was to advise the Minister responsible for the Act on matters related to the objects of the Act (see sections 3 and 9 of the Act in Appendix 3-1). The NAC was to be given administrative assistance under section 11 of the Act which led ultimately to the formulation of the Fitness and Amateur Sport Directorate (FASD) in 1962.

From 1962 to 1968 the fitness and amateur sport program developed under the leadership and direction of the NAC. The program continued to be service oriented and very broad in scope as the NAC advocated "a program for everyone." During this period however, there came a public outcry supported by Members of Parliament in the House of Commons about Canada's poor showings in international competitions, particularly in its "own" sport of hockey. There was confusion as to how the Government should relate to private sector associations and agencies involved in fitness and sport. Problems that were linked to the nature of the broad program that attempted to be all things to all people.

In 1968, in a pre-election address, at Selkirk College in British Columbia the soon-to-be Prime Minister of Canada,

Pierre Elliott Trudeau, expressed a concern about a number of symptoms that worried him and promised that the federal government would do more for sport. Following his election victory Trudeau kept his promise and on August 2, 1968 he appointed a Task Force to investigate amateur sport in Canada. Six months later on February 28, 1969 the Task Force presented its Report on Sports for Canadians to the Honourable Minister of National Health and Welfare, Mr. John Munro (DNHW, 1969b:i,89).

Subsequent to the tabling of the Report of the Task Force on Sports for Canadians a study was commissioned by Munro and carried out by P.S. Ross and Partners. The P.S. Ross Report, titled A Report on Physical Recreation, Fitness and Amateur Sport in Canada is a comprehensive examination of the Canadian sport delivery system (DNHW, 1969a). This Report was used as an internal federal government document and was never officially released to the general public. The recommendations showcased in the Task Force Report and contained in the P.S. Ross Study served as a touch-stone which rationalized the federal government's change in direction and emphasis favouring sport.

This became evident on March 20, 1970 when the Honourable John Munro presented A Proposed Sports Policy for Canadians to the National Advisory Council on Fitness and Amateur Sport (DNHW,1970a). Munro's "policy" signalled a shift toward greater and more direct government involvement in fitness and amateur sport.

Broom (1971:2) and Galasso (1972) cautioned that this shift may not be in the best interests of sport. In a critique of the "Proposed Policy" Duthie, Olafson and Schlegal(1970) call for further behavioural science research, debate and careful examination of some of the issues, concerns and proposed actions referred to by Munro. Research studies related to the implementation of the recommendations of the Task Force and Munro's "Proposed Policy" are minimal. Research related to these and other outputs of the 1961 Fitness and Amateur Sport Act is required to evaluate the effectiveness of the federal government's intervention into the world of sport.

Numerous research studies have been carried out that relate to the history and development of sport in Canada. A few noteworthy studies have been completed by Cosentino (1973), Cox (1969), Davidson (1951), Jones (1970a), Lappage (1974), Lindsay (1969) and Metcalfe (1974a,1974b and 1976).² Research related to political and organizational aspects of the sport system have been conducted by numerous scholars.³

² Further studies, similar in nature to Metcalfe's are contained in the works compiled by Gruneau and Albinson (1976).

³ Anderson (1974), Baka (1978a), Bedeck (1971), Broom (1971), Cowan (1976), Dinning (1974), Galasso (1972), Gear (1973), McFarland (1970), MacDiarmid (1957), Morrow (1975), Nicholls (1979), Olafson (1970), Paraschak (1978), Sawula (1977 and 1974), Schrod (1979), Semotiuk (1970), Stanley (1976), West (1973a), Westland (1979), and Wilkie (1968). Analytical studies of some sports organizations have been written by Baka (1975), Bratton (1970), Chisholm (1977), Darling (1976), Greaves (1976), Jackson (1974), Lansley (1971), Matthews (1974) and Moriarty (1971).

However, none of these works involve a comprehensive overview of the Canadian sport delivery system. Also, since 1969 when the Task Force and P.S. Ross Reports were finalized there has not been a detailed research study undertaken to review the federal level developments that have taken place in the 1970's. As a result of an ever-increasing role by the federal government in matters related to sport, there is need for more research. Such research should attempt to evaluate the role of federal government involvement in sport and clarify and examine how the sport delivery system operates within the Canadian mosaic.

The evolution of the components comprising the Canadian sport delivery "system" has been taking place in a random, unplanned and diverse manner ever since the first stone was curled in British North America in the 1700's. Today this "system" has developed into an elaborate, complex and somewhat disjointed mosaic of numerous private and public sector organizations. The growth and development of this sport mosaic at levels congruent with the Canadian federal system has resulted in a very complicated network of sport governing bodies, recreation associations, related governmental structures, multi-sport agencies and councils, professional sport organizations and leagues.

Baka (1978:1) states:

...especially in the last decade, there has been a tendency to merely add to or alter the sport system without any attempts being made to promote an understanding of its structure and the function thereof. This feature is most noticeable at the federal government level.

Lindsay (1969:398) recommends additional second level historical studies to promote a better understanding of sport in Canada.⁴ Such research also serves to clarify how sport develops and functions in Canada.

STATEMENT OF THE PROBLEM

The purpose of this study was to historically trace the involvement of the Canadian Government⁵ in fitness and amateur sport. The main problem was to describe and review the role of the federal government in fitness and amateur sport and to show its relationship to the development of other sectors and components comprising the Canadian/Sport delivery system. The major focus of the study was from 1961 to 1979. This was accomplished using the following framework:

(1) the development of an historical perspective of federal government involvement in sport to 1961 - - the year the Fitness and Amateur Sport Act (FASA) was proclaimed;

(2) the identification and description of the outputs of the FASA leading to the creation of the 1969 Report of the Task Force Report on Sports for Canadians; and

(3) the determination of the impact of the Task Force Report on the outputs of the FASA throughout the 1970's.

4 Some of the other works identified as second level studies at the University of Alberta have been completed by Baka (1978a), Cox (1969), Jones (1970a) and Lappage (1974).

5 Refer to the Glossary (Appendix 42) for usage of terms related to the Canadian federal government.

EXPLANATION OF TERMS⁶

For the purpose of this study the following terms were defined:

1. Administrative Terms

(a) Policy: "Refers to a high-level general statement of preferences by a Cabinet or Prime Minister, or an announced intervention to act in a certain way on matters of new policy issues about which there is current political controversy" (Doern and Aucoin, 1971:1-2).

(b) Allocative Policies: These are policies which determine how the financial resources of the various federal government agencies are distributed.

(c) Positional Policies: These are policies which can be defined as "...those outputs which affect the structuring of influence on the conversion (political) system" (Doern and Aucoin, 1971:25). In this study, the outputs which affect the structuring of influence were considered as those causing shifts of influence among bureaucratic divisions within the federal government and among organizations outside of the public sector.

(d) Public sector: Also referred to as the governmental sector, this term embraces all government structures

⁶ Some of the following definitions were developed in cooperation with Richard Baka. Other definitions, related to this study, developed by Baka, 1978a:5-14 are also used with his permission. Thanks are also extended to Drs. Barry Mitchelson, Gerry Glassford and Richard Moriarty for their assistance in helping to refine some of the other definitions used in this study.

inclusively at federal, provincial, regional and municipal levels.

(e) Private sector: This area consists of those elements outside of government and independent of the public sector. Organizations, associations or federations falling within this sector vary in their independence from government; however, it is assured that if public funds they receive were withdrawn, they would continue to operate.

(f) Shared Sector: This domain consists of structures falling between the public and private sectors. Councils, organizations and federations falling within the middle category vary in their degree of shared sector status with some naturally leaning more toward the public side (total dependency on government with little or no autonomy) and others leaning more toward the private sector side (with slightly less or no dependency on government and having greater autonomy). In many cases, these types of structures were created by and/or received encouragement and substantial government assistance when originally formed.

2. Sport-Related Terms

(a) Fitness: A difficult term to define, fitness, in its broadest sense, includes elements of a physical, social and emotional nature. For this study the more relevant term, physical fitness, is defined as a state of health which provides an individual with the ability to

carry out everyday tasks (i.e., occupation, daily functions, emergency situations) with vigour and alertness, without undue fatigue and with ample energies to engage in free-time activities involving sufficient muscular activity to offset the effects of sedentary living (President's Council on Physical Fitness and Sports, July, 1961).

(b) Sport: This is a common synonym for games, physical recreation, athletics, physical activity, physical fitness activities and other related terms. Elaborating further, it may be considered as a range of activities (including many game forms) which are instrumental, somewhat utilitarian, highly regulated, institutionalized, which have some demonstration of physical exertion and/or skill (Gruneau and Albinson, 1976:3-5) and often include an element of competitiveness. In the context of this study, the terms high-performance competitive sport and recreational sport are also differentiated.

(c) High Performance Competitive Sport: The element of time becomes important in differentiating between recreational and highly competitive sport. Involvement in the latter becomes such that an individual allows excessive demands to be placed on his or her time to such an extent that the time falls outside the realm of leisure time. Some would refer to this as total commitment. High performance competitive sport, therefore, can be defined as that which involves total commitment, excellence, physical exertion,

intensive training, technical know-how and where winning and quality are extremely important outcomes of the involvement and are recognized as such by a reward system (Taylor, 1976:1). Furthermore, highly competitive sport requires a sophisticated structure and organization to administer the programs and services related to it.

(d) Recreational Sport: This term is considered as any physical activity that involves play, games or sport which are carried out during one's free or leisure time. Elements of competitiveness, physical exertion and a formalized administrative structure are not necessarily prerequisites for this classification of activity; nevertheless, they may still be integral components, although usually on a reduced scale compared to that of high performance competitive sport.

(e) Amateur Sport: Amateur sport may involve all aspects of recreational sport and/or high performance competitive sport. At the high performance level, participants are involved in an activity as an avocation even though these individuals may receive monies directly from their sports involvement that allows them to sustain themselves.

(f) Professional Sport: This category of sport involves all aspects of high performance competitive sport and is carried on by individuals as a vocation, with the earnings derived from this involvement representing their livelihood.

(g) Sport (Delivery) System: This term has been operationalized in this study to refer to the entire sport structure as collectively formed by the sectors (i.e., ministries, departments, associations and organizations) whose common denominator is an interest in sport governance and/or sport development. A component in the system is also characterized as a formal or informal structure which has form and function (i.e., provides programs and services).

(h) National Sport Governing Body: This type of organization has interests in the governance of a particular sport (or family of related sports). Its sphere of jurisdiction is national in scope, although it often has interlinkages with its corresponding provincial and international counterparts. Characteristics of such a body include being volunteer, self-sufficient, democratic and formal structure (in some cases incorporated) which has implied responsibilities in some or all of the following areas:

- (i) high performance competitive sport programs (i.e., high performance athlete development, national teams, high performance sport competitions);
- (ii) recreational sport programs (i.e. instructional clinics, non-elite sport competitions);
- (iii) administrative functions (i.e., rules and regulations, sanctioning of events, liaison and representation of the sport governing

body to government, fund-raising, promotion of the sport); and

- (iv) leadership development (i.e., coaches, officials, administrators) (Taylor, 1976:4).

(i) National Recreation Body: The various types of organizations in this category are characterized as being volunteer, self-sufficient, democratic, formal structures and are, in most but now all cases, incorporated. These agencies have a fundamental interest in recreational sport and fitness programs in addition to other possible recreational interests (e.g., parks, facilities, etc.) Such organizations can also be classified as professionally and/or community service oriented.

(j) National Sport(s) Federation: Such an organization may also be termed a sports collective. Its primary purpose is to serve as a unified voice for amateur sport within a country, representing its membership (i.e., national sport governing bodies, national recreation bodies, other affiliated organizations) in a lobbyist capacity especially in dealings with the public and private sector. In Canada there is the single national Sports Federation of Canada and a wide variation of provincial sports federations. Services, typical of sports federations provided for the membership may include:

- (i) technical services (e.g. printing, secretarial aid, etc.);
- (ii) public relations work;
- (iii) operating an administrative centre which houses some of the member associations who employ administrative staff;
- (iv) fund-raising for federation activities (e.g., lotteries); and
- (v) programs and special projects (e.g., development of a national and /or provincial sports training centres, sponsorship of a major sports event, etc.)

(k) Multi-Sport Agencies: These types of organizations can be ". . . characterized by the fact that their purposes are oriented towards specific programs on behalf of a number of sports" (Taylor, 1976:4). Examples of such bodies include the Canadian Olympic Association, the Canadian Inter-University Athletic Union and a number of other organizations with similar functions.

LIMITATIONS OF THE STUDY

The study was limited by the interview technique, documentation interpretation and analysis and the personal correspondence procedures used to gather data. A further limitation of the data base for the study was due to the fact that some government files and documents were not available or were of a confidential nature. The research

was subject to the limitations of all studies which use procedures which rely heavily on the interpretations of a single researcher (Hill, 1967:47). The position of the investigator, during the data collection phase of the study, placed him in a situation similar to that of a sustained participant-observer and subject to the biases, demands and other disadvantages that such a situation creates (Heron, 1970:9-11).

Further restrictions were those of time, fiscal resources of the investigator and distance from other sources of data. As this study covered a broad time span it was impossible to describe in detail every aspect of federal government involvement in sport. Although numerous newspaper articles, government files and reports and personal files of those interviewed for the study were reviewed a totally comprehensive analysis of all the materials gathered for the study was deemed to be too time consuming.

DELIMITATIONS OF THE STUDY

Central to the study were the developments following the passage of the FASA in 1961. Other pieces of legislation, federal departments and organizations and national agencies not directly related to the Actor sport are identified or discussed only to indicate their relationship to sport development in Canada.

The history presented in this study is a broad overview of the development of the Canadian Sport System.

A complete description and analysis of all the sectors and components of the system was not possible in a single study (see Figure 1-2). The emphasis in this study therefore, is on the federal level and mention of other levels of government and organizational structures are provided to describe the system within which federal government agencies and national level organizations work.

Data from the interviews as used to support primary and secondary research material. Generally, data from many interviews was used to validate circumstances surrounding a given event or decision. However, certain interviewees were selected because of their primary role at a given time in the development of Canadian sport. Data from these individual's interviews was used without necessarily being subjected to external validity and in some instances only a single mention of an event or development was included to support a given fact or present a point of view that appears consistent with events.

METHODS AND PROCEDURES ⁷

An historical-descriptive methodology was used in the study employing research techniques to gain data from:

- (i) basic library research (i.e., texts, periodicals, newspapers);

⁷ Appendix 1 outlines in detail the research methods and procedures used in the study.

- (ii) documentary analysis of federal government Hansards, Statutes, Regulations, Gazettes, Debates, Proceedings, Annual Reports, news releases, special reports, minutes of meetings and miscellaneous materials. This analysis was carried out in the Parliamentary Library, National Library, Public Archives and Departmental offices and registries;
- (iii) personal interviews and analysis of personal files of some of the interviewees;
- (iv) personal conversations, correspondence and observations; and
- (v) notes and discussions from conferences; seminars, classes, special lectures and meetings.

The data collection was organized in a systematic fashion using methods suggested by Baird (1969), Bryce (1970), Halpin (1966), Katz and Kahn (1966), Moriarty (1971) and Semotiuk (1970). Following initial analysis of many documents an interview guide was constructed and utilized during field research in Ottawa and other localities throughout Canada where the interviewees resided. Documentary analysis continued throughout the study to follow up on and/or confirm information conveyed in the interviews. Following the completion of the interviews further telephone conversations and personal correspondence was required to

obtain more information and/or clarify a given finding or point of view.

ORGANIZATION OF THE STUDY

Four historical time periods were identified that marked significant events affecting Canada's sport development. Data was collected, compiled, organized and written in chapters according to these four time periods. Chapter II begins from 1867, Canada's Confederation to 1943 when the National Physical Fitness Act was passed. Chapter III describes the period from 1943 to 1961 when the Fitness and Amateur Sport Act was proclaimed. Chapter IV covers the period from 1961 to 1969 when the Report of the Task Force on Sports for Canadians was tabled in the House of Commons. Chapter V describes and examines the outputs of the Task Force Report to 1979. Chapter VI presents the summary, conclusions and recommendations for federal government involvement in sport and recommendations for further study and research.

Within each chapter emphasis was placed on outlining federal government involvement in sport in terms of:

1. the objectives, structure, allocative and positional outputs of the federal government legislation in existence;
2. miscellaneous federal government involvement by Governors General, Prime Ministers, Members of Parliament, Departments and Agencies;

3. extra-federal government developments related to sport; and
4. discussion of the changes resulting in a new output or piece of legislation affecting policies related to federal government involvement in sport.

The allocative program outputs of an Act were organized according to the five areas outlined in Figure I-1. The historical organizational development of the Canadian sport delivery system was illustrated and traced for various time periods within each chapter using an adaptation of the framework developed by Baka (1978a) and shown in Figure I-2. Discussion of the changes within the Legislative System was facilitated through the use of Meranto's Model of Legislative Change adapted to the purposes of this study (Figure I-3). The adaptations to Meranto's Model were made after reviewing the theoretical works and/or research of Baird (1969), Bryce (1970), Buckley (1967), Halpin (1966), Katz and Kahn (1966), Moriarty (1971), Rogers (1971) and Semotiuk (1970).

Figure I-1

OUTLINE OF PROGRAM AREAS OF THE
FEDERAL GOVERNMENT IN RELATION TO
FITNESS AND AMATEUR SPORT

Promotions and Communications

- Publicity
- Educational Information

Training

- Participants
- Athletes

Resources Development

- Physical Education and Recreation Leadership
- Sport Leadership
- Administration Support
- Facilities

Competitions

- Developmental
- Excellence

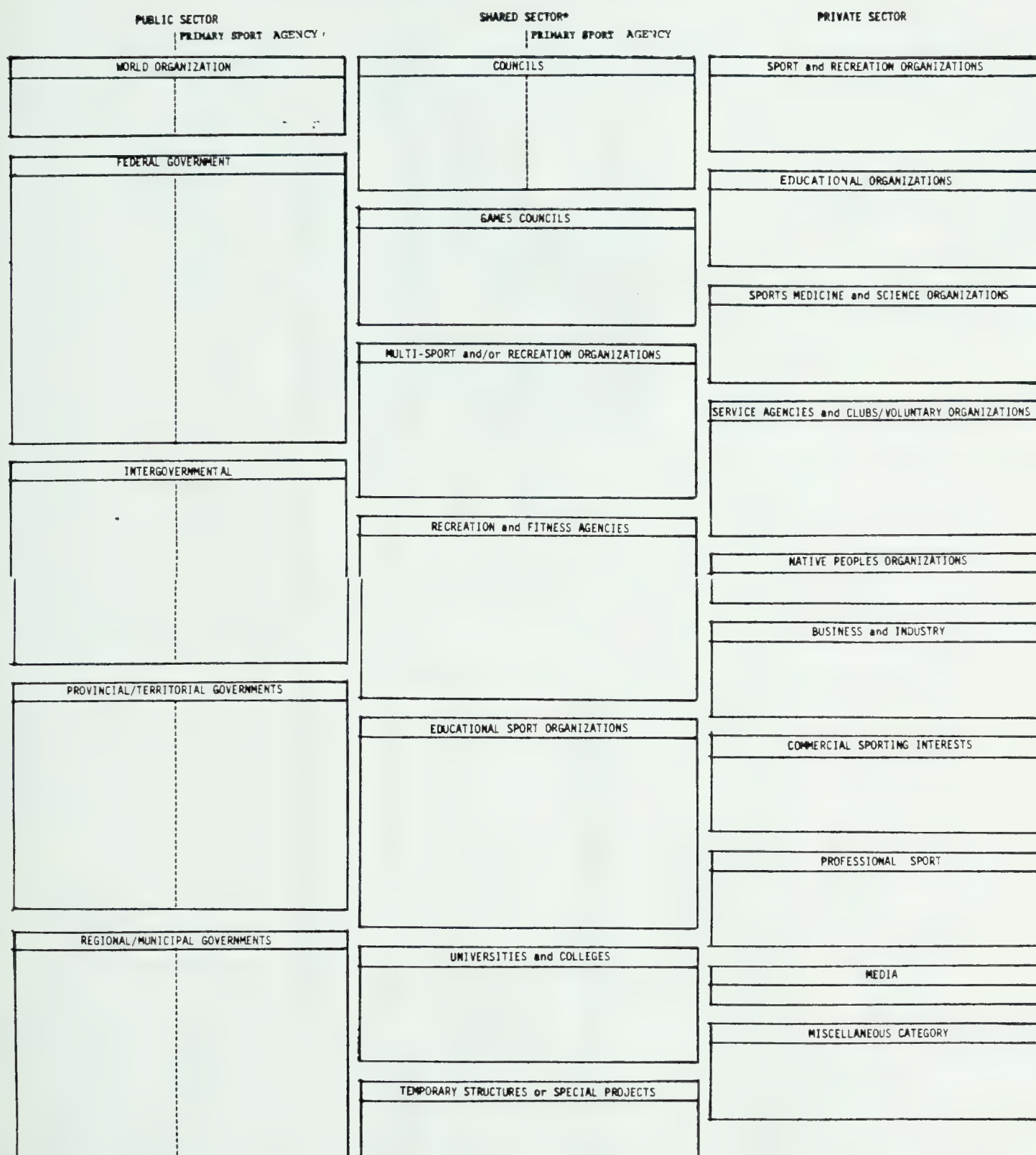
Program Planning and Management

- Planning and Evaluation
- Research

Sources: The above outline was derived after reviewing Annual Reports related to the NPFA and the FASA from 1943 to 1979.

FIGURE I-2

DIAGRAM OF THE SECTORS AND COMPONENTS COMPRISING THE SPORT SYSTEM

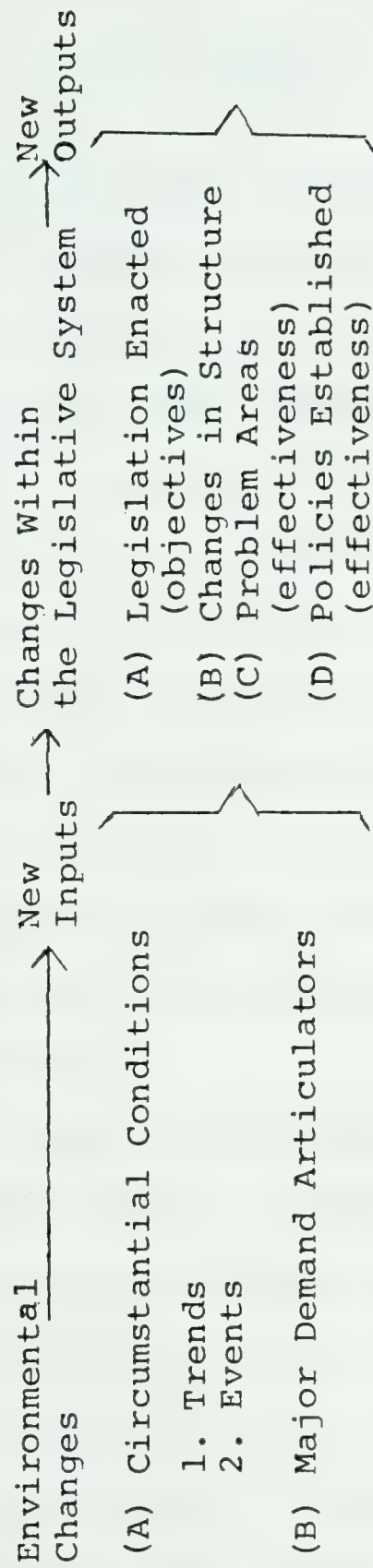


Components within the shared and private sectors are divided into international, national, provincial or state, regional, and municipal or local organizational levels.

*Councils, organizations, agencies and institutions falling with the shared sector vary in their degree of shared sector status with some naturally leaning more toward the public sector and others more toward the private.

FIGURE 1-3

AN ADAPTATION OF MERANTO'S MODEL OF LEGISLATIVE CHANGE



Source: Adapted and revised from Meranto (1967:11)

CHAPTER II

THE EARLY PERIOD: 1867-1943

AN OVERVIEW

In the years following Confederation the government was confronted with finding solutions to the fundamental problems facing the new nation. Issues related to the basic survival needs such as trade, commerce, defence, land boundary maintenance, communications, transportation and resource development naturally preoccupied the new Parliament well into the twentieth century. Post-Confederation government programs designed to enhance the health, social and cultural welfare of Canadians were related by necessity to like basic needs. For example, from the outset of Canada's nationhood the ability of the Dominion to defend itself was linked to the health and skills of its citizenry.

Throughout this period many endeavours, in which similar relationships were not apparent or considered to be important, were put aside and only developed if enough individuals expressed an interest in their pursuit. Sport being perceived by the populace as the prerogative of every individual and something to be enjoyed during the frivolous side in one's life, was left to develop on its own through

the initiatives of those private sector persons involved in the early organization of games and pastimes.

FEDERAL GOVERNMENT INVOLVEMENT IN SPORT PRIOR TO 1943

There was no single agency responsible for federal government policy and programs related to sport and fitness until 1944. During this period the government became involved in sport miscellaneously, rarely and imperspicuously through governors general, prime ministers, members of Parliament and a few departments and agencies. Prior to 1943 few bills were passed or debated by the federal government that made any reference to sport. In 1881 the House of Commons passed legislation forbidding prize fighting which was not changed until 1933 (Schrodt, Redmond, Baka, 1980:33). The House also debated a bill outlawing the use of live birds for trapshooting in 1889 (Schrodt, Redmond, Baka, 1980:169). In 1906 the Sunday Observance Laws were passed restricting participation in sport on Sundays (Lappage, 1974:315). Direct funding to sport by the government was limited to grants exclusively provided for international competition.

The only real initiatives by federal government departments were in areas related to physical fitness. Through the Strathcona Trust Plan formalized in 1909 and legislation following the 1929-30 depression, the federal government showed that its motives for any involvement related to physical activity were based on the practical need of finding solutions to problems of national security and unemployment confronting the fledgling Country.

Governors General

Some governors general were the first protagonists of sport development and excellence. Even before Confederation Governor General Sir Charles Metcalfe encouraged the Olympic Club of Montreal to introduce the concept of a Montreal Olympic-type Games that "in terms of the history of sport was also an epoch-making event" putting Montreal and Canada at the forefront of modern organized sport (Wise and Fisher, 1974:13).

Earl of Dufferin (1872-1878), the third Governor General after Confederation, inaugurated the practice of awarding a personal medal to Canadian citizens for outstanding achievements in various fields of endeavour. The governors' general medal has since served to commemorate each donor's tenure in office and has come to be considered by many as the most prestigious recognition of merit in the academic field within Canada. In the first year a total of 18 medals were presented, all for achievement in the sports of marksmanship, skating, cricket and aquatic activities. During Dufferin's term 108 gold, bronze and silver medals were awarded to victorious athletes and clubs at major sporting events of the period (Government House, 1975).

In 1874 the Earl authorized 3 events which had a great impact on the development of curling in Canada - the

building of a one-sheet rink on the grounds of Rideau Hall, the founding of the Vice-Regal Curling Club and the institution of the Governor General's Trophy Competition. The finals of the Trophy Competition was a double rink event usually held in the presence of their Excellencies at "his club". The winning rink of this event, known as the Blue Ribbon of Curling, was presented with a governor general's medal designating it as the Dominion Curling Championship team. The tradition has been carried on by succeeding governors general. Since 1939, due to the demolition of the antique Rideau Hall rink, the competition has been rotated among the Ottawa Clubs within the area then defined as the Canadian Branch. The competition is followed by a Vice-Regal reception at Government House, at which time the winning club and finalists are presented with a trophy, medals and badges by his Excellency (Curl Canada, 1977). Dufferin maintained his interest in curling even after he left office. In 1880 he donated the trophy, a silver cup, that became emblematic of the Canadian Curling Championship (Howell and Howell, 1969:88).

In 1883 and 1888 Dr. W. George Beers, "the father of lacrosse", took teams of lacrosse players to Britain under the auspices of the Governor General, the Marquis of Landsdowne (1883-1888). This Vice-Regal patronage provided the lacrosse tours with an official designation which

assisted in their success. These tours led to the widespread popularity of lacrosse throughout the British Isles (Howell and Howell, 1969:72; MacDonald, 1883-88:34433-4).

Governor General, the Lord Stanley of Preston (1888-1893), became immortalized in North American Sport by awarding a cup in his own name to the best amateur ice-hockey team in 1892. The team representing the Montreal Amateur Athletic Association was the first winner of hockey's premier prize (Wise and Fisher, 1974:49). In 1904, professional teams began to vie for the Stanley Cup against amateur teams; by 1908 the "pros" completely controlled the cup (Jones, 1970a:325).

In 1901, the Minto Cup was presented by Governor General, the Earl of Minto (1898-1904), to the Canadian Amateur Senior Lacrosse Champions. He gave the gift to encourage and heighten awareness for amateur sport and decrease the influence of professional athletics (Howell and Howell, 1969:305). This cup is now emblematic of the Canadian Junior Lacrosse Championship.

Earl Grey, Governor General (1904-1911), also showed a keen interest in sports. In 1909 Grey followed Lord Stanley's and the Earl of Minto's lead and donated a trophy for the amateur rugby championships. The prize was won by the University of Toronto Varsity for the first three years.

On January 15, 1921, following a pattern initiated by the Stanley Cup, the Grey Cup became associated with the "quasi-amateur" Canadian Rugby Union Championships which evolved into the professional Canadian Football League (CFL) by 1958 (Cosentino, 1979:253-260).¹

By 1914 the names of Minto and Grey were also identified with figure skating. The Ottawa Minto Club, which to this day is one of the most successful figure skating clubs in North America and the Earl Grey Skating Club of Montreal were prominent in the development of the Canadian Amateur Skating Association. At the first annual skating championships held by the Association at the Minto Club, in February of 1914, Minto and Grey Cups were awarded to the winners (Howell and Howell, 1969:180-190).

In 1908, the Governor General became directly involved in the selection of Canada's Olympic Team. During the period leading up to the 1908 Olympics the Canadian Amateur Athletic Union (CAAU) and the Amateur Athletic Federation of Canada (AAF of C) were quarreling over issues related to amateurism and professionalism. Each body

¹ For a comprehensive history of Canadian football see Cosentino (1969).

questioned the other's jurisdictional authority². The dispute, known as the "athletic war", resulted in two sets of different criteria concerning the eligibility of athletes who wished to try out for the Canadian team. Many Canadians believed Canada must support England's philosophy of encouraging world competition consistent with the amateur ideology espoused by the International Olympic Committee (IOC). Public interest coupled with the "athletic war" caused Governor General Grey to intervene. The Governor General, "interested in sending a large representative team to England, appointed a committee with power; Sir John Hanbury-Williams, P.D. Ross of Ottawa and the Rev. D. Bruce MacDonald of Toronto" (Crocker, 1953:13). This Central Olympic Committee, after realizing the CAAU and the AAF of C could not cooperate, took matters into its own hands. Ross and MacDonald ended up deciding who from both organizations would be chosen to assist them in selecting a team. Complete rowing, canoe, gymnastics and lacrosse teams as well as athletes in the cycling marathon, fencing, shooting and track and field were ultimately chosen to represent Canada. Canada won gold medals in the 200 metres, clay

² Refer to the following section of this chapter for a brief discussion of this controversy as it relates to the formation of the Amateur Athletic Union of Canada (AAU of C). For a comprehensive account of the conflict refer to Lansley (1971:71-79).

shooting and lacrosse (Lansley, 1971:71-72; Crocker, 1953:13)³.

The names of other governors general from this period have also become associated with sport. The Lady Byng trophy, named after her Excellency, the Lord Byng of Vimy's (1921-1926) wife, is presented annually to the most gentlemanly player in the National Hockey League (NHL). In 1927 Viscount Willingdon of Ratton (1926-1931) presented the Willingdon Cup to the amateur golf champion of Canada (Howell and Howell, 1969:262). Three years later Canada achieved world prominence when the first British Empire Games held in Hamilton, Ontario were officially opened by Lord Willingdon (Redmond, 1978a).

Prime Ministers and Members of Parliament

Prime Ministers and other members of the House of Commons were less inclined to become involved in matters related to sport and fitness. Most were neither informed nor seemed to have cared about such concerns in the struggling new Dominion. Up to 1959, attempts to officially involve the first ministers of the Country in sport related issues met with complete failure. The only event that may indicate a positive outward expression toward sport during

³ Refer to Cosentino and Leyshon (1975) for a complete account of all Canada's Olympic gold medal winners in the Summer Games and a listing of all Canadian medalists from 1904 to 1972.

this period occurred at the Governor General's curling rink in 1874 when Prime Minister Alexander MacKenzie (1873-1878) was awarded a silver Governor General's medal for leading his rink to victory in a curling competition between members of the Government and Opposition (Government House, 1975).

As there was no federal government agency to which the sport public could relate, the Prime Minister's Office (PMO) would intervene to clarify issues presented to the government of the day that required a response. Until the eighteenth ministry of the Right Honourable John George Diefenbaker (1957-1963), the attitude of the prime ministers toward government involvement in sport was one of indifference.

On March 13, 1883 Mr. Charles Bansley of Toronto wrote Prime Minister John A. MacDonald suggesting he travel, at government expense, with the Canadian Lacrosse Team to England for the purpose of publicizing the advantages of emigration to the Canadian North West (MacDonald, 1883-88, 392:186726-186729). Bansley's idea may have been the first attempt by a Canadian sportsperson to use sport to further the national interest. Comfortable with the fact that Governor General Landsdowne sanctioned the trip MacDonald declined the opportunity. However the Government did assist the tour by providing brochures, other materials and funds to promote Canada in the way suggested by Bansley. As well Dr. George Beers in his speeches during this and other tours noted the contributions of the Canadian federal government enabling the tours to take place (Schrodt, Redmond, Baka, 1980:106).

In 1913 the National Gymnastics Society was awarded \$3,000 of a \$5,000 request because of a commitment made by

the previous Laurier administration. Mr. Rodolphe Bédard responding for Prime Minister, Sir Robert Borden (1911-1920), made it clear that the grant was not to be considered a precedent. In his letter to the Society Bédard states that it must "...be distinctly understood that in the future such applications cannot be entertained, and that the action of the Government in the present case is not to be cited a precedent." The rationale Bédard provided in the letter was that the Government was not disposed to applications from sport groups "...for the reason that they will be very numerous and that private subscriptions (sic donations) should be called upon in such cases." (Borden, 1913:92723-25, 92731).

However, by 1936 a precedent of the government to provide grants to assist the sending of Canadian teams to the Olympics every four years was established (Treasury Board, 1936). The granting of funds by the government though, was not without incident. The following two accounts indicate some of the reasons why administrations prior to 1936 moved cautiously in their limited support of sport.

In 1912, the president of the AAU of C wrote to Prime Minister Borden and requested that a \$20,000 grant be given to the Canadian Olympic Committee (COC). The amount

was approved and included funding to cover expenses for the cyclists on the team. When the Canadian Wheelman's Association (CWA) insisted on conducting races in which amateurs and professionals competed against each other the AAU of C eliminated cyclists from the team going to the 1912 Stockholm Games. In retaliation the CWA tried to get sympathetic Members of Parliament to block the grant to the COC. Although the AAU of C later agreed to include two cyclists on the team, the Government because of all the publicity and growing opposition in the House to allow the grant at all, reduced the grant to \$15,000 using the rationale that the upper limit for the COC was determined in 1908. This rationale persisted until 1924 (Lansley, 1971:113-114; Public Accounts, 1913, iii:62).

Other problems were encountered during the hockey competitions at the 1936 Winter Olympics in Germany. Mr. Gilroy, President of the Canadian Amateur Hockey Association (CAHA), threatened to pull the Canadian Hockey Team out of the competition because he believed the schedule put Canada at a considerable disadvantage. Although he had no Canadian Government status Mr. Gilroy was viewed as Canada's official delegate. In the international arena Canada was to quickly learn, especially on issues related to hockey, that any official accompanying a country's team was considered an

official representative of that country. The poor publicity this created was compounded when Canada, then the dominant power in world hockey, finished in second place losing, unbelievably, to Britain. The loss of the gold medal to Britain and the furor created by Gilroy aroused opposition member T.L. Church to rise in the House of Commons to question the Government's involvement with the hockey team (King, 1933-1939).

Church argued that the Government had appropriated \$10,000 for the Olympic Games and something should be done about the bad publicity. He states, "There are rows before they (hockey team) leave, rows when they get over there and there will probably be rows when they come back...." Mr. E.A. Pickering assured Mr. Church and Prime Minister MacKenzie King that, "...the Government has no connection with any Olympic Organization other than payment of the grant" (King, 1933-39). The Pickering statement was appended to all grants to the COC during the remainder of MacKenzie's third term in office (Treasury Board, 1936). King (1921-1930, 1935-1948) also tried to avert being touched by the bad press in stating that not his, but the previous Bennett administration (1930-1935), appropriated the money to the COC. However, during his first two terms

in office, between 1921 and 1930, the COC was granted \$25,000 for the 1924 Paris Games and \$26,000 for the Amsterdam Games in 1928 (see Appendix 4). Further King adds:

As to whether it is wise to vote money for the purpose of these games, or as to how much money should be voted, it is a matter that will come up for consideration should a like estimate be again before us (King, 1933-1939).

Notwithstanding the above, the Liberal Government did approve a total of \$50,000 for similar events during the remainder of MacKenzie King's last term in office (Appendix 4).

As well as providing support to Canadian teams competing at the Olympics from 1908, the federal government encouraged the development of the British Empire Games. From the outset these Games received the full support of the government. At the opening ceremonies of the Hamilton Games in 1930, Prime Minister R.B. Bennett made a speech and conveyed messages of goodwill to the officials and competitors from King George V, the Prince of Wales, the Duke of Connaught, and Lord Derby (Redmond, 1978a; see Appendix 4).

In 1937 M.P. John Plaxton (Liberal, Toronto) asked the members of the House of Commons to pass his private member's bill to establish a Ministry of Sports.

He based his arguments on a concern for the nation's health, the need to regulate Canadian athletics, the loss of the Olympic hockey title to Great Britain and his belief that the Canadian people should be ready to meet any emergency ...(that is) an army in the high state of physical fitness (West, 1973a, 1:7).

The Minister of Pensions and Health, the Honourable Charles Power criticized his colleague's argument referring to what Plaxton proposed as physical torture. Plaxton withdrew his motion and the issue was terminated (Commons Debate, 1937:125). This disparaging attitude toward sport, that many Government administrations held, would prove to be a firmly entrenched one for years to come. However, the attitudes related to the fitness issues raised by Plaxton would change; primarily as a result of continuing unemployment in the period following the depression and events leading to Second World War involvement by Canada.

Around this same time Ian Eisenhardt had gained a reputation as Director of the British Columbia Pro-Rec Program and for his views and ideas concerning Canada's fitness problems. Eisenhardt had learned the importance and method of contacting and communicating with elected officials. One Member of Parliament, Ian MacKenzie, a close and powerful friend of Eisenhardt's, became enamoured with his views. He let Eisenhardt know that if there was a possibility of formulating a national physical education plan for Canada, he wanted to help. On September 19, 1939 MacKenzie became Minister of Pensions and National Health (Sawula, 1977:23).

When the outbreak of open conflict with Germany occurred all politicians became interested in fitness. On November 5, 1941 a debate ensued when Parliament was astounded to hear that approximately 50 percent of Canadian youths were rejected by the armed services for reasons mainly related to poor physical condition (Commons Debates, 1941 - cited by Sawula, 1977:5, 45).

Departments and Agencies

A search through the Expenditures by Service: Miscellaneous Section of the Public Accounts of Canada beginning in 1869 reveals that to 1961 the only direct monetary support to sport organizations was granted for involvement in international competitions. Beginning in 1908 the Department of Finance established the precedent of assisting with some of the travel costs and other expenses related to Canada being represented at the Olympic Games. Three years later the Department of Agriculture approved a further contribution towards meeting the costs of the 1908 London Olympic Games. Lansley (1971:112-113) states:

The importance of sport as a means of gaining international recognition must have been realized by the Canadian Government in 1911. The secretary of the AAU of C Norton Crow requested through G.F. O'Halloran, the Deputy Minister of the Department of Agriculture, \$4,000...to defray the expenses of sending the Canadian

team to London....Reasons for the negotiations for federal aid for sport being made through the Ministry of Agriculture were not given. But, perhaps the advantages gained by a good international showing of Canadian athletes were considered principally economic. Canada, at this time, was primarily an agricultural economy and economic growth depended largely upon foreign markets for the products of primary industries. The COC of the AAU of C (1911-1948), and its successor, the Canadian Olympic Association (COA) has received funding from the federal government for every Olympic Games since 1908.

It also appears, except for one instance in 1938, that the British Commonwealth Games have always received funding from the federal government beginning with the first Games in 1930. The only single-sport organization identified in the Public Accounts as having received direct funding was the National Gymnastics Society in 1908, 1911 and 1913. Appendix 4 outlines the sport organizations that received financial assistance from 1908 to 1961.

Appendix 5 outlines the grants allocated to fitness and recreation related organizations through the Department of Finance since 1867. Except for the Alpine Clubs of Canada and the Commonwealth Council of the Royal Life Saving Society it is difficult to determine how much of the funding to the remaining organizations was expended on sport or recreation-related pursuits. In the 1933-1934 Public Accounts one other grant was awarded to the Canadian Red

Cross Society for \$8,100 through the Department of Pensions and National Health. This appears to be the first grant paid to a national recreation-related organization by Pensions and National Health. Again, it could not be determined how much of this amount, if any, was spent on sport or recreation-related activities. However, it was the Department of National Defence that instituted the very first fitness program of any type in Canada. This initial program involvement of the federal government was related to physical fitness and began officially with the implementation of the Strathcona Trust Fund in 1909.

The Strathcona Trust Fund. This nation-wide undertaking emphasizing military drill and physical training for public school children was overseen by the then Department of Militia and Defence (Sawula, 1977:3). Cosentino and Howell (1971:27), Morrow (1975:306) and Sawula (1974:66) confirm that Sir Frederick W. Borden, Minister of Militia and Defence for Canada (1896-1911), developed the concept and initiated the program that led to Lord Strathcona's philanthropic participation.

Sawula showed how Borden began to lay the groundwork for the Strathcona plan during 1905 when he personally consulted with and received support for the program from the

Minister of Education for each of the established provinces⁴. Sir Frederick also discussed his plan with one of the leading proponents for physical fitness at the time Dr. Dudley Sargent from Boston who "...considered Borden's scheme as one affording great opportunities" (Sawula, 1974:57-58).

On August 1, 1908 the federal government and the Province of Nova Scotia embarked upon the program they formulated together in 1907. The Nova Scotia authorities agreed:

1. To enforce more generally their regulations respecting physical training and military drill in the schools.
2. To encourage the formation of Cadet Corps and the practice of rifle shooting.
3. To adopt a system of physical training uniform with that of other provinces of the Dominion and Great Britain.
4. To require all teachers (of both sexes) to obtain certificates of competency to instruct in physical training, and, also to encourage male teachers to obtain certificates in advanced physical training, military drill and rifle shooting.

In return, the Department of Militia was bound

1. To provide competent instructors to enable teachers to qualify in physical training and military drill.

⁴Alberta and Saskatchewan were not officially provinces until September 1, 1905. Newfoundland entered Confederation on March 31, 1949 (Department of Justice, 1978).

2. To pay a bonus to qualified teachers who instruct cadet corps.
3. To provide arms, accoutrements and drill books
4. To conduct the necessary examinations (Report of the Committee of the Privy Council, approved August 13, 1908 cited in Cosentino and Howell, 1971:27).

Borden in a letter to the Premiers of the Provinces on January 29, 1909 and in the House of Commons a month later expressed his belief that the program implemented within Nova Scotia should be accepted as the "...uniform system of physical training, elementary drill and rifle shooting" by all the provinces. To assure approval for the program by the House, Borden informed the members present that he had secured a \$500,000 donation from Lord Strathcona to be set up in a trust⁵ (Sawula, 1974:58-59; Gear, 1973:12-13).

Strathcona was of Scottish descent his original name being Donald A. Smith (1820-1914)⁶. He was a successful businessman who was an executive officer of the Hudson's Bay Company and highly involved with the construction of the Canadian Pacific Railway. Through these and other ventures he became one of Canada's wealthiest men amassing a fortune in excess

⁵ The Strathcona Trust program was not an Act of Parliament (Sawula, 1977:3)

⁶ Refer to Redmond (1973) for a detailed account of Lord Strathcona's life and contributions to Canadian Sport.

of \$80 million. He was appointed High Commission of Britain at the beginnning of Sir Wilfred Laurier's term as Prime Minister in 1896. As Laurier's Minister of Militia and Defence, Borden gained Strathcona's confidence. After personal discussions and letters initiated by Borden, Strathcona became convinced of the value of Borden's concept and agreed to fund the effort (Cosentino and Howell, 1971:26; Gear, 1973:12-13; Morrow, 1975:188-197; Sawula, 1974:56-58).

The program was clearly delineated by the Government. Except for Strathcona's insistence that only publicly operated educational institutions could receive funding, all the internal and external policies for the Trust were determined by Borden. With Alberta's acceptance on May 17, 1911, all the provinces agreed to the objectives and conditions of the program, that essentially were the same as those implemented in Nova Scotia in 1908⁷. The provinces followed The Syllabus of Physical Exercise, a text used by the British elementary schools. Designed primarily for boys, the program emphasized military drill, the use of arms, physical training and encouraged alertness, obedience

⁷ Refer to Cosentino and Howell (1971:28) for a breakdown of the stipulations that were to be followed in order for provinces to qualify for Trust Fund Assistance.

and values associated with patriotism (Cosentino and Howell, 1971:29; Gear, 1973:13; Sawula, 1974:56-58)⁸. Despite political pronouncements to the contrary, the Strathcona Plan was designed for purposes of national defence which ultimately led to compulsory military instruction and cadet training. These physical training programs later became one of the main causes of many of the negative attitudes shared by the public toward physical education which only today are beginning to fade.^{9, 10}

The trust was administered by the Council of Militia. Strathcona donated the sum of \$500,000 in three instalments of \$250,000, \$50,000 and \$200,000. After May 12,

⁸ Refer to the influence of the military emphasis on physical education from 1900 to 1920 in Cosentino and Howell (1971:26-41).

⁹ Morrow (1975:306) states: "it never was the intention of Borden or Strathcona to use the scheme to enforce compulsory military instruction in the schools. In point of fact, it was the Strathcona Trust more than any other measure which served to dis sever the concept of military drill from physical training in the schools. One of the first steps taken by the Executive Council of the Strathcona Trust was to establish a 50:35:15 financial percentage split in the awards for p.t. (physical training), military drill and rifle shooting respectively".

¹⁰ West (1973a, 1:6) says: "...defence ministers on a number of occasions stated that the purpose of the program was not to inculcate military virtues in Canadian school children and that the emphasis was given to physical training over military drill".

1909 the Receiver General of Canada agreed to pay 4 percent yearly as long as the federal government maintained control over the program. The interest made on the funds was divided among the provinces according to the population of school-age children in each province. The full \$20,000 interest on the \$500,000 was not realized until the 1911-1912 fiscal year.¹¹ Within each province an education department committee distributed the funds to the schools. These funds were considered substantial at the beginning of the program but today they are insignificant, being dispersed to the remaining few voluntary programs that still exist in some provinces (Cosentino and Howell, 1971:28; Public Accounts, 1910 to 1912; Sawula, 1974:59-60). An interesting example showing the distribution of the funds as of June 30 in 1912 and 1971 is outlined in Table 2-1

¹¹ Between November 12, 1909 and March 31, 1910 - \$6,000 interest was made on \$300,000. During the 1910-11 fiscal year a further \$12,000 in interest was realized (Public Accounts, 1910-1912, Strathcona Trust Account Part III pages 4, 4 and 3 respectively).

TABLE 2-1
DISTRIBUTION OF THE STRATHCONA TRUST
IN 1912 AND 1971

	1912	1971
Nova Scotia	\$ 1,536.53	\$ 780.00
New Brunswick	915.14	620.00
Quebec (Roman Catholic)	5,053.93	5,080.00
Quebec (Protestant)	663.13	
Ontario	7,490.16	7,160.00
Manitoba	1,209.35	880.00
British Columbia	722.33	1,840.00
Prince Edward Island	249.87	120.00
Alberta	1,036.59	1,520.00
Saskatchewan	1,122.97	1,840.00
Newfoundland	--	500.00
	<hr/> \$20,000.00	<hr/> \$20,340.00

Source: Sawula, 1974:60.

Although these sums are paltry, the Strathcona Trust contributed significantly to the early inclusion of physical activity programs within the school systems of each province.¹² Of particular note is the fact that this

¹² Sawula (1974:60-61) states: "the one important aspect in the early years of the Trust has been in the area of text books. The texts printed in 1910, 1919 and 1933 were entirely the work of the Department of Militia and the Strathcona Trust Council. As a result Canada's school children have followed the British system of physical training. For it was agreed in the Constitution of the Trust that the guides to follow as far as physical training was concerned were editions of The Syllabus of Physical Training for Schools published by the British Board of Education. Thus these texts and mainly the renowned 1933 British Syllabus were the forerunner of physical training in Canada. Canada's physical education programs have been shaped by their course guides".

was the first transgression by the federal government into education under the guise of section 91 of the BNA Act, which refers to the maintenance of peace, order and good government. Also of interest and historical significance is that the program centred on leadership training and development with the schools being used as the program delivery vehicle (Cosentino and Howell, 1971:26-30; West, 1973a, 1:5). In 1921, the Strathcona Trust Council limited military drill to cadet corps with the inference that physical training should be part of the curricular program. The provinces and local committees connected to the Trust were given latitude to direct funds they received to their priority areas within the terms and conditions of the "Constitution of the Strathcona Trust - 1909" (Morrow, 1975:306,307,388-391).¹³

The Strathcona Trust program came under fire as early as 1911 when the plan was introduced within the Quebec Catholic School System. Many Quebecois resented the English program being foisted upon them. A specific effect the program had was that it replaced the gymnastics program and the National Gymnastics Society lost its appeal and faded

¹³ Morrow (1975:181-294) gives a detailed account of the Strathcona Trust from 1909 to 1939. In particular he describes the influence of the Trust on physical education development in Ontario. MacDiarmid (1957) writes about the history and influence of the Trust on physical education in the public schools of Manitoba.

out of existence. Many, French-speaking people in particular, questioned the Quebec Government for allowing the institution of the Trust program for the sake of a few dollars. By 1919 the program came under heavy criticism. Ontario and Alberta were voicing their displeasure with the monotonous approach that was not in keeping with new ideas which were beginning to emerge in the developing field of physical education (Cosentino and Howell, 1971:34,40-41; Sawula, 1977:28). Jones (1970a:427-428) maintains that the program did suppress participation in school sports.¹⁴ Leaders such as A.S. "Dad" Lamb, an executive member of the COC at the time, and Ethel Mary Cartwright spoke against the program because, in their terms, it neither fulfilled the objectives of what a good physical activity program should involve nor did it raise the status of the pioneer teachers in the embryonic field of physical education (Cosentino and Howell, 1971:29,48). These deleterious accusations aimed at the federal government, resulting from the Strathcona Trust program, has caused provincial authorities to be wary of a federal presence in education ever since.

¹⁴ Bryans (1965:127) also infers that the program influenced developments in physical education for quite some time. She states: "With the establishment of the Strathcona Trust Fund in 1911, the 'Strathcona system'... made up the curriculum...in reality it was a 'watered-down' version of Swedish exercises, performed in response to command, with emphasis on precision, uniformity of movement, straight lines, squared corners, and tensed muscles...with the acceptance of games, dance and swimming in the programs, Strathcona exercises were replaced, but with each war and the revival of interest in physical fitness, there was a return to exercises strongly reminiscent of the Strathcona system".

Developments Leading to Legislation
Related to Physical Fitness

In 1936, after the height of the depression, the federal government established the Purvis Commission to investigate the needs of unemployed youths. Ian Eisenhardt, the Director of Recreational and Physical Education in the British Columbia Department of Education, was called before the Commission to explain the Province's recreational program. The new British Columbia Provincial Recreation Program, known as Pro-Rec, had the aim of protecting

the youths of British Columbia from the degenerating effects caused by enforced idleness and to build up the morale and character which rest on a good physical basis (McFarland, 1979:48-49).

Arnold (1973:64) maintains that Pro-Rec was "...the first step by any Canadian government to recognize sport and recreation by contributing financially to such a (permanent) program."¹⁵ Following the report by the Purvis Commission, the federal government passed the Unemployment and Agricultural Assistance Act in 1937. This Act initiated a program of assistance to the provinces for the skills training of unemployed youth. Eisenhardt's input perhaps

¹⁵ Schrodtt (1979) has recently completed an extensive study on the B.C. Pro-Rec program. Baka (1978a:27-41) and Sawula (1977:8:21) provide good summaries of Pro-Rec. For details on the Pro-Rec program and its relationship to the Unemployment Agriculture Assistance Act and the Dominion-Provincial Youth Training Act refer to Department of Pensions and National Health, 1944, No. 2:39-38.

influenced the inclusion of the category that allowed for assistance toward physical training and recreational projects (McFarland, 1970:49). Therefore, the 1937 Act can be considered to be the first federal legislation to include a component related to physical fitness. Although the funding was indirect this Act enabled provinces, especially those in the West, to use federal funds to finance programs such as Pro-Rec (Broom and Baka, 1979:2; Sawula, 1977:37).

Another new organization that created increased awareness of the need for more physical activity was the League of Nations. The League was formed in 1918 through the amalgamation of the League of Nations Society founded in 1915 and the League of Free Nations Society Association which existed for only a few months prior to the formation of the new organization (Murray, 1948:198). In 1924 the issue of personal physical fitness was raised at the League's Assembly by Paraguay and by Czechoslovakia two years later. By 1934 the issue became a primary concern of the League's Health Committee. The Health Committee adopted a three year plan whereby experts in the field of physical fitness studied the problem. In 1937 the League, as a result of the Report of the Mixed Committee, recommended that national fitness education committees should be encouraged within each country, as was done in the case of

housing and nutrition, after which an international commission would be created to be comprised of representatives of the national committees (Eisenhardt, 1945; DPNH, 1944, 1:5-6).

On February 17, 1938 the Acting Canadian Advisory Officer at the League of Nations in Geneva communicated with O.D. Skeleton, the Secretary of State for External Affairs for Canada, about developments related to physical fitness. The Advisory Officer brought the Report of the Mixed Committee to the attention of Skeleton. Later the Director of the Health Committee wrote the Honourable Mr. Power, Minister of Pensions and National Health, asking Canada to form a committee and name a member to the International Commission that was to convene later in the year. Because of a personal problem between Dr. R.E. Wodehouse, Deputy Minister of Pensions and Health, and Skeleton as to who would be Canada's representative no action was taken (Eishenhardt, 1945; West 1973a, 1:7). As this conflict negated Canada's official involvement, one can only surmise that the issue was a low priority among Canadian politicians and bureaucrats. The recruitment of men for the Second World War and their high rate of rejection due to poor fitness subsequently forged a change in this attitude.

Bowie points out that other countries reacted positively to the League of Nations' recommendation. In his report on the Third International Conference on Social Work - Leisure Time and Recreation, Bowie (1936:10) says:

The attack on the present day recreation and leisure time problem in other countries seems to have a large measure of government support. In dictatorships there was increased involvement and in Great Britain there was sufficient money provided to stimulate program development.

Countries like Germany, Czechoslovakia, Denmark, Sweden, Italy, Austria, the Soviet Union, Australia, New Zealand and the United States recognized the importance of sound youth programs with some having passed physical fitness oriented legislation prior to 1941 (Sawula, 1977:5,43).

McIntosh (1971:109,159) states that in 1930-31 the U.S.S.R. implemented a fitness program based on a system of awards for games and sports called "Ready for Labour and Defence", and in 1937 the British Parliament voted 2,000,000 pounds to set up a National Fitness Council. Although the Council dissolved in 1939 because of the looming war, it nevertheless provided a model along with the B.C. Pro-Rec program that the federal government used in establishing the 1939 Youth Training Act and Canada's own Fitness Council in 1943¹⁶.

¹⁶ Refer to Sawula (1977:38-43,68,71) for details regarding the impact of the British Act and the legislation passed in Australia, New Zealand and the United States.

With the beginning of World War II in September, 1939, the Government became more concerned about physical fitness. In this same year the Youth Training Act replaced the Unemployment and Agricultural Assistance Act. The Dominion-Provincial Youth Training Program was the same as that initiated under the 1937 Unemployment and Agricultural Assistance Act except that the new Act "...contained a section specifically related to courses in physical training, health and recreation, and the four western provinces and New Brunswick developed such programs" (Broom and Baka, 1979:2). The funds for the new program were increased from \$1,000,000 to \$4,500,000 to be spent over a period of three years to assist young people out of work. As in the 1937 Act the expenditure of the funds was on a 50-50 cost-sharing basis (McFarland, 1970:5; Toombs, 1966:209, West, 1973a, 1:9).

The date of the passing of this Act is also significant as it indicates why the Act may have contained the new section which offered program thrusts not unlike the British Columbia Pro-Rec program. On September 19, 1939 Ian MacKenzie, Eisenhardt's friend, became Minister of Pensions and Health. Charles Power, the former Minister, who had been critical of John Plaxton's idea in 1937, moved to the National Defense portfolio.

A notable outcome of the 1939 Act was that leadership training was increased in the participating provinces. For example the B.C. program developed over 10,000 leaders and in Manitoba the first Gimli Leadership Training Camp was opened (Munro, 1965:7). In retrospect the response from the provinces to initiate recreational leadership and other programs under the cost-sharing arrangements of the Youth Training Act was minimal. The chief reasons for this can be attributed to the lack of leadership in the field of physical education and recreation and to weak mechanisms for distributing and supervising funds from Ottawa. The only province able to take full advantage of the program was British Columbia through the Provincial Recreation Movement Program (CPEA, 1939:2).

The Honourable Charles Power, who was now the Minister responsible for National Defence, speaking in the House of Commons in 1941 declared that approximately 33 percent of men recruited for duty were rejected because they could not even walk five miles. Mr. H. Castleton, a CCF member in the House from Yorkton, attributed the poor health state to lack of concern for fitness in educational programs, neglect, poverty, insecurity and poor housing conditions. The rejection rate ultimately climbed to 40 percent for volunteers and 50 percent for those individuals

conscripted (West 1973a, 1:10). This situation led to the immediate passage of the War Emergency Training Agreement in 1941. This cost-sharing program was carried out in all provinces but Prince Edward Island. The rigorous militaristic oriented calisthenics were carried out in the school gymnasiums, shops and classrooms (Bryce, 1979:97).¹⁷

In March 1942 the Youth Training Act officially expired. In order to phase out the program funding was continued to the provinces until March of the following year. On July 21, 1942, the Vocational Training Coordination Act replaced the Youth Training Act. The objectives for this Act did not include any provision for physical fitness or recreation funding. In only a cursory way did this new Act relate to fitness. The Vocational Training Act's objectives were to 1) train people in skills required to meet the needs of war, 2) improve and maintain health and morale, and 3) increase a person's chances of finding gainful employment (Bryce, 1979:100). In 1944 all physical training and recreation related projects from the Youth Training Act, continued on an interim basis through the Vocational Training Act, were transferred to a new program within the Department of Pensions and National Health. Allocations to the provinces under the youth and vocational training acts were through the Department of

¹⁷ Sawula (1977:44-54) provides a good account of the debate concerning the poor fitness levels of men prior to World Wars I and II.

Labour (Department of Pensions and National Health, 1944, 2:31).

The first legislation specifically designed to foster physical fitness in Canada was the National Physical Fitness Act. This Act, assented to on July 24, 1943, heralded in a new era in Canada's sport history (Canada Statutes, 1943; see Appendix 3-2).

EXTRA-FEDERAL GOVERNMENT DEVELOPMENTS IN SPORT AND FITNESS PRIOR TO 1943

The pioneer period following the battles on the Plains of Abraham and the American Revolutionary wars was one of adjustment, hard work and discovery, leaving little time for leisure pursuits. To cope with the climate and terrain of the land early settlers invented or modified implements to improve farming, travel, hunting and fishing. Snowshoes, canoes and ice-skates served practical and economic purposes. Expertise in the handling of a horse, axe, gun and bow was not only necessary but crucial to survival. To accomplish the work in these early settlements people would organize into cooperatives or "working bees". After a hard day of toil people gathered to replenish themselves with food, drink and conversation. People

engaged in pastimes and games¹⁸ followed by a dance or hoe-down. The pastimes and games played,

were usually simple, communal and spontaneous with little organization necessary [and] it was a short step from the use of these implements [snowshoes, guns, axe, etc.] for mainly economic reasons, to uses which had social ends, and to the formation of clubs (Cox, 1969:1).

The sport "system" in Canada evolved out of these settlement clubs prior to Confederation and it was shaped by the concomitant bottoms-up political evolution of the Country, increased industrialization, urban development and an expansion in technology. The major events effecting the propogation of Canadian sport prior to 1943 were those related to: 1) outside factors impinging upon Canada's sport development, 2) the founding of national amateur sport organizations, 3) the emergence of professional sport,

¹⁸ Lindsay (1969), Cox (1969) and Jones (1970a) have carried out in-depth sequential studies related to early developments in Canadian sport. Together their accounts cover the period from 1807 to 1920. All use the same definitions for pastimes, games and sport (Jones, 1979:vii-viii). The definitions quoted from Cox (1969:vi) are: Pastimes: play activities in which there is an absence of competition, and which may or may not have temporary rules and take place outside fixed boundaries of time and space. Games: pastimes governed by temporary or permanent rules, which take place in situations of fixed boundaries of time and space and exhibit characteristics of competition by which winners and losers may be determined. Sports: games or pastimes, involving gross bodily movement, which may have been developed in order to provide regular competitive physical activity governed by constitutional rules. See Lappage (1974) for a comprehensive review of sport developments from 1921 to 1939.

4) recreation systems and 5) business, industry, commerce and the media.

Outside Factors Impinging Upon Canada's Sport Development

During this early period domestic sport development in Canada was influenced primarily by Britain, the United States of America especially in the immediate post-Confederation era and the growth of international sport organizations.

Influence of Britain. Cox (1969:19-20), Wise and Fisher (1974), Jones (1970a:491-502), Lindsay (1969), Metcalfe (1976) and Redmond (1972) show that the British culture influenced Canadian sport far more than the French and other ethnic groups. British attitudes toward amateurism, professionalism, organization and general sport conduct have pervaded Canadian thought in sport to the present. Curling, cricket, association football, English rugby, equestrian events and rowing were some of the British sports that Canadian settlers transported from the Mother Country. The Scottish Highland Games began being held around the world during the nineteenth century and became prominent in many localities in Canada (see Redmond, 1972).¹⁹ The Maxville Games held near Ottawa, Ontario on the first long

¹⁹ The Sports Federation of Canada Directory for 1978-79 lists 13 local organizations that comprise the Ontario Section of the Highland Games Association of Canada.

weekend each August are still given the distinction as the North American Highland Games Championships.

Curling was the earliest organized sport in Canada (Redmond, 1975). Cricket was popular up to the First World War. Modern Canadian football is a derivative of English rugby. The military garrisons encouraged equestrian sports very early in Canada's history and Cox (1969:4) states that in 1789 the Quebec Turf Club encouraged horse racing. Rowing, and other water craft sports, were particularly suited to Canada. Prior to Confederation, English and Australian cricket, association football and rugby teams toured Canada (Jones, 1970a:67).

In 1911, competitions were held in London at the Festival of the Empire to celebrate the coronation of King George V. The Earl of Lonsdale offered a cup for the competition which Canada won (Crocker, 1953:14). The success of these Games led to the development of the British Empire Games that were initiated in 1930²⁰. During these Games a proposal was put forward by some British athletic organizations and the Presidents of the Amateur Athletic Unions of Canada and Australia to enter a combined British Empire team in the 1912 Stockholm Olympics.

Lansley (1971:109) hypothesized that the proposal

²⁰ Glassford and Redmond (1979:150) state that J. Astley Cooper proposed a Pan-Brittanian Sports Festival in 1891. Crocker (1953:14) states that in 1893 AAA of C adopted a resolution to recommend the sending of a team to the Pan-Brittanian Games to be held July of 1894. The Festival never took place.

was one of the first attempts to use the Olympic Games to gain an advantage in international politics. England appeared to view the Olympics as a means to unify the Empire, weaken the economic advantages that the Americans gained from the colonies at England's expense and demonstrate to the rest of the world her imperial strength. The idea was not well received by most members of the Empire or the IOC. What this does show however, was that Canadian sport decision-makers were willing to allow Canada's sporting interest to be subservient to Britain's as late as 1912. Canadian sportspersons and athletes maintained these and other colonial attitudes toward their own development until well after the Second World War. In this writer's opinion such attitudes contributed to Canada's inferiority complex that still expresses itself in international competitions to this day.

Influence of the United States. In the late 1800's increased industrialization, especially in rail transportation and urban development in close proximity to the Canadian-American border, resulted in local and regional sport competitions between the United States and Canada. By the end of the century the mixing of evolving American and Canadian sport philosophies had occurred and both countries had an influence on each other's sport development.

The United States' sporting heritage is also rooted in Britain. The Americans developed clubs and leagues in many sports in a pattern similar to that begun in Montreal. Cooperative efforts between neighboring cities from the two

countries, leading to the development of competitions and leagues, were often easier to bring about than between cities and regions farther away within the same country. Some of the earliest international competitions were played in New York in 1844 between the Toronto Cricket Club and the St. George's Cricket Club from the hosting city. In 1866 curling clubs from Detroit and Pontiac Michigan travelled to Ontario to play four rinks from the Chatham Curling Club. Canada's initial domination of the Americans helped provide the Dominion with an image of an emerging sports nation (Cox, 1969:9-11, 458). The North American style of football developed as a result of competitions between Harvard and McGill universities using a variation of English rugby rules. In May of 1874 Harvard won the first game 3-0 in Cambridge, Massachusetts (Howell and Howell, 1969:78).

As the railway lines expanded competitions increased between Canada and U.S.A. in other sports especially baseball, cycling ²¹, golf, lacrosse, tennis, shooting and track and field (Jones, 1979a:66-74). With the emergence of sports like lacrosse, ice-hockey, football and baseball North America began a sporting tradition of its own. For instance, as baseball grew in popularity, cricket waned (Howell and Howell, 1969:85).

²¹ Men and women competed in cycling. Cycling was one of the first sports in which women could compete internationally.

The United States influence encouraged the growth of professional sport. The Americans brought big business principles to professional sport which led to the rapid growth of baseball and the early Americanization of hockey. Baseball leagues developed along the breadth of the border. As early as 1880 Toronto, Hamilton and London competed in the International Baseball Association League based in the United States. The Canadian Baseball League formed in 1885, included American teams and was considered to be the first pro-league in Canada. Hockey, also developed quickly as a professional sport because of American influence. In 1917, 10 teams formed the NHL, six being located in American cities. In 1936 when the NHL consolidated into a six team league, only two of the teams were based in Canada (refer to Cosentino, 1973:19-330).²²

Both Britain and America had a significant influence on the organization and development of the AAA of C in 1884. Prior to 1884 any athlete disqualified from amateur competition in track and field had to appeal to the National Amateur Athletic Association in the United States for reinstatement. For this reason athletic clubs, such as the MAAA, maintained membership in the American body (Cosentino, 1973:70,77). As this was an intolerable situation the MAAA began calling for the formation of the AAA of C. However, the American influence continued to be prominent when the AAA of C adopted the United States' Laws of Athletics as Canada's initial amateur code. In 1887 to further enhance

²² Refer to the following section for other developments related to professional sport.

competition between England, the United States and Canada, the three countries agreed, "...to strike a sub-committee to revise the Canadian Association's laws so as to conform as much as possible to the English and American laws" (Cosentino, 1973:121).

From the outset Americans dominated Canadian track and field championships. In 1894 Canadians only won two events in the AAA of C Track and Field Championships, the Americans winning the rest (Howell and Howell, 1969:94). These developments ultimately led to 1) the importing of Americans to compete and coach in many sports particularly track and field, football and baseball, 2) continued adoption of American rules into Canadian codes, 3) increased regional competition between the two countries, 4) a furthering of pro-sport and 5) the nurturing of Canada's inferiority complex through sport (Lappage, 1974:320).

The Growth of International Sport Organizations. Appendix 6 shows that during this period approximately twenty-nine international sport federations were founded and that some twenty-three major international competitions took place. Prior to 1900 Canada competed occasionally at the international level in the sports of cricket, baseball, lacrosse, curling and rowing. In 1867 a crew from the Saint John, New Brunswick Western Boat Club competed in the World Amateur Rowing Championships held in Paris on the Seine River. Early success in rowing enhanced Canada's reputation as an emerging sport nation (Cosentino, 1973:49; Cox 1973:458).

By 1943 Canada was competing in many major international events and became prominent in figure skating,

gymnastics, ice-hockey, softball, wrestling and yachting. Canada was a member of the European Gymnastics Federation, the forerunner of the International Gymnastics Federation (FIG), from 1899 (Gander, 1971:113) and the International Ski Federation (FIS) from 1926 (Howell and Howell, 1969:180). However, a review of the by-laws of some major Canadian sport governing bodies indicates that few were well enough established to affiliate with the international federations until after World War II.

In 1894 the International Olympic Committee (IOC) was founded and the modern Olympics were initiated in 1896.²³ The British Empire Games began in 1930 and the governing federation was founded two years later (Lansley, 1971:243). World Student Games and the International Silent Games have been held since 1924. The Maccabiah Games were also inaugurated during this period at Palestine in 1932 (See Appendix 7).

From 1908 Canada was officially represented at the Olympic Games primarily because of the intervention of Governor General Gray (Cosentino and Leyshon, 1974:v). Lansley (1971:51) reports that some individuals expressed an interest in sending a team to the 1896 Games; however lack of money was a problem and no mention of the Games was recorded in the AAA of C minutes prior to the first Olympics.

²³ Refer to Leiper (1976a) for a detailed account of the IOC and the pursuit of olympism from 1894 to 1970.

Canada unofficially competed in the 1904 St. Louis Games winning 4 gold and 1 silver medals.²⁴

In 1911 a committee was appointed by the AAU of C to be known as the Canadian Olympic Committee (COC). This Committee was the first COC, under the AAU of C, to have full charge of selecting a team and securing the funds to send a Canadian representative to the Stockholm Olympic Games in 1912. The COC remained under the official jurisdiction of the AAU of C until January 3, 1952 although it acted as an independent body from about 1946 (COA, 1976: Booklet I; Crocker, 1953:13). In the same year General Sir John Hanbury-Williams, who was appointed as Canada's representative on the British Olympic Committee, became the first representative of the IOC in Canada even though he was posted in Scotland at the time (Lansley, 1971:105).

In 1920 the first World Ice-Hockey Championship was played in Belgium prior to the 1920 Antwerp Summer Games.²⁵ The success of this Championship was one of the

²⁴ For a complete listing of Canadian medallists at the Summer Olympics to 1972 see Cosentino and Leyshon, 1975:144-146.

²⁵ The COA list the Championship as an Olympic Games (COA, 1976: Booklet 4). See Howell and Howell (1969:217-218). Booklet 4 of the COA, 1976 series lists all the Canadian medallists at the Winter Games.

factors that led to the recommendation by the COC in 1921 to the IOC that a Winter Olympics be held. The proposal was accepted and the first Winter Games were held in 1924 at Chamonix, France (Crocker, 1953:13). Canada's success in the Winter Olympics, especially in hockey, added to the country's sport heritage.

In 1930 at Hamilton, Ontario the idea of the British Empire Games became a reality because of the persistence of Norton H. Crowe, National Secretary of the AAU of C until 1924, and through the urging of John Howard Crocker, President of the AAU of C, at meetings involving countries of the Empire prior to the 1928 Amsterdam Olympics and later in London (Redmond, 1978a). These Games led to the formation of the British Empire Games Association of Canada after the local on-site committee to host and run the Hamilton events was established. Two years later the British Empire Games Federation was founded (See Appendix 7, Commonwealth Games Association of Canada, 1977, Lansley, 1971:243).

The Founding of National Amateur Sport Organizations

During the nineteenth century Montreal emerged as "...the commercial centre of British North America and was the first city in terms of population and industry" (Metcalfe, 1976:78). Metcalfe's study, (the most systematic and in-depth analysis of organized sport and social

stratification in Montreal) accounts by Lansley (1971:18-21) and Wise and Fisher (1974:13-25) show that Montreal was the "cradle of sport" in North America.

In 1807 the Montreal Curling Club became the first sporting club in Canada (Cox, 1969:1).²⁶ Metcalfe (1976:80) states:

The effects of industrialization were not felt immediately; sport was still organized spasmodically - a few showshoe tramps, irregular competitions involving officers and men of the garrison, and infrequent regattas. Only one sport was played on a regular, organized basis - curling. By 1850, Montreal could claim three curling clubs; The Montreal [1807], the Thistle [1843] and the Caledonia [1850]. Although there were references to curling on the river, these clubs were the only ones to be formally constituted; own private covered rinks; and have a continuous existence to 1901.

In 1842 the Olympic Club of Montreal was formed. The club initiated the Montreal Olympics in 1844 that Governor General Metcalfe supported so vigourously. Davidson (1951:48) states that

The Olympic Club...was the forerunner of the Montreal Lacrosse Club [established in 1856] formed for foot-running and summer outdoor sports...and it

²⁶ Cox stated this in relation to his definition of sport. However, he did mention that the Quebec Turf Club (horse racing) was formed in 1789 (1969:4).

is probably the oldest athletic club in the British Empire (sic Commonwealth). since it was organized eight years before the Exeter Club in England which claims to be the oldest one in that country.

The Montreal Lacrosse Club formed in 1856 when the Hochelga Club and the Lacrosse Club merged. In 1856 the Montreal Lacrosse rules, the first formed rules for the sport, were written by Dr. W. George Beers. In 1867 Beers formed the National Lacrosse Association at Kingston, Ontario (Cox, 1969:16-17).

Metcalfe (1976:85) further notes that by 1885 there were, "46 baseball, 63 snowshoe and 78 lacrosse clubs" holding competitions in the City of Montreal. All these clubs had to overcome many difficulties to survive:

Indeed, the majority often "lived a feeble life and died a natural death". These will-o'-the-wisp clubs exemplified a growing interest in sport but played a minor role in the codification of rules, promotion of competition, and the organization of local and national bodies. This may be the reason why baseball failed to make an impact on Montreal; only thirteen (of the 46 baseball) clubs lasted for more than two years and none of the whole period (to 1901) (Metcalfe, 1976:86).

From 1885 to 1901 the organizations that flourished were those which were better organized and had developed regular schedules. By 1901,

there were at least twenty-two leagues involving 153 teams in eight sports. Sport was organized by schools, churches, YMCA's and various work sponsored groups....[and] local amateur athletic associations had sprung up to meet the needs of different geographical locations [in Montreal] (Metcalf, 1976:95).²⁷

Many of these local clubs were organized by very influential men for both sport and social reasons. Fisher (1963:8) says:

²⁷ Cox (1969) in his in-depth review of sport to 1900 gives the following summary: (Much of the syntax taken from Cox, 1969)

Summer Sports (nine reviewed). In 1868 there were a limited number of sports available to Canadians. Track and field and cricket were well established sports, and participation in cricket was confined almost exclusively to the more affluent members of society. Lacrosse, baseball and football were in early stages of development as organized sports. Golf, bicycling, lawn bowling and lawn tennis were well established by 1900 (Cox 1969:196-197).

Winter Sports (nine reviewed). Curling, snowshoeing, skating were well established by 1868. Ice-hockey, ice-boating and tobogganing were all established by 1881. Boxing, wrestling and skiing did not become popular enough to warrant the development of clubs during the 1868 to 1900 period, but at the turn of the century organization in all three developed (Cox, 1969:279-280).

Aquatic Sports (five reviewed). Due to English influence rowing and yachting were established by 1868. Yachting was an upper class recreation pursuit. Surprisingly canoeing did not become popular until the late 1890's. Because of poor facilities swimming and water-polo did not become popular until the turn of the century. However, the Toronto and Montreal Swim Clubs were formed in 1875 and 1876 respectively and were among the earliest in North America. By the late 1890's there were water-polo clubs in Toronto, Montreal and Quebec (Cox, 1969:346-347).

Equestrian (four reviewed). Steeplechase and harness trotting were entrenched city sports by 1900. Ice-trotting decreased in popularity. Polo was introduced in Halifax (1878) (except for brief flashes in the west polo never became popular) (Cox, 1969:373-374).

Women in Sport. Women began to participate actively in sports during this period (Cox, 1969:389-90; also see Hall, 1968).

The common factor in almost all of [the games and pastimes developed in the nineteenth century] is that they reached an organizational or codified form under the leadership of men from the military,...universities or from the business world; that is men who had time, money and one assumes intelligence.

During this developmental period in sport the people of British origin had become predominant. "French involvement came late and was never a powerful influence on the development of organized games," in Canada (Metcalf, 1976:97).²⁸

In 1877 two of the oldest clubs in Canada, the Montreal Snow Shoe Club (formed in 1843) and the Montreal Lacrosse Club (founded in 1856), pooled their resources to rent year-round club rooms. Later the Montreal Bicycle Club, formed in 1878, also shared in renting the facilities. Four years later they were successful in acquiring a gymnasium for their exclusive use. To accomplish this they incorporated themselves under a Quebec act in 1881. The outcome was the birth of the Montreal Amateur Athletic Association (MAAA) (Wise and Fisher, 1974:19). Shortly after the Tuque Bleue Toboggan Club and the Montreal Football Club joined the MAAA, and within the next two decades the Montreal Skating, Hockey and Lawn Tennis Clubs among others affiliated with the Association (Lansley, 1971:261; Metcalfe, 1976:82; Wise and Fisher, 1974:19).

²⁸ See Jones (1979a:491-502) and Redmond (1979) for good accounts of the influence ethnic groups had on Canadian sport development.

Although the MAAA was an umbrella organization for any Montreal club wishing to join, their incorporation in 1881 led directly to the development of sport beyond the local level. An upsurge of sporting interest in Toronto and professionalism in gentlemen's sport was running rampant.²⁹ These developments combined with the leadership of the English speaking Montreal merchants and professional men influenced the MAAA to "...seek the cooperation of the Amateur Athletic Clubs in the Dominion, with a view to the forming of a Canadian National Amateur Athletic Association" (MAAA, 1883). On December 3, 1883 the Executive Officer of the MAAA circulated a letter quoting the above resolution and asking each Athletic Club of the

²⁹ In September, 1867, the first "national" organization was formed. Forty-two delegates from Ontario and Quebec met in Kingston, Ontario and established the National Lacrosse Association (NLA). "This meeting called by a group of Montreal lacrossists led by Dr. W. George Beers, was the first attempt to establish a 'national' organization to control and administer the competitive team sport, and reflected a change in focus in which the outcome of the game assumed an increasingly important role" (Metcalfe, 1976:82).

Wise and Fisher (1974:25) state "By 1885 one could say the MAAA was a magnificent crystallization of Montreal sporting innovation and leadership. But by the same year it is clear enough that the weight of sporting participation and competition in Canada had swung west to Toronto and its tributary towns and cities" (Hamilton, London, St. Catharines).

For an in-depth understanding of the professional versus amateur debate refer to Bedeck (1969), Cosentino (1973) and Lansley (1971).

"Dominion" to send three delegates to a meeting at their Club House to be held December 14, 1883 (MAAA, 1883). At the meeting that followed a draft of the Constitution and By-Laws for the proposed organization were discussed. Delegates at the meeting represented the MAAA, Montreal Snow Shoe Club, St. George Snow Shoe Club, Toronto Lacrosse Club, Emerald Snow Shoe Club and the Metropolitan Athletic Association of Ottawa (Crocker, 1953:4). This limited the "Sport Dominion" to the Toronto, Ottawa and Montreal areas.³⁰

Later copies of the amended By-Laws were circulated by William L. Maltby, President of the MAAA, and a second meeting was called for April 11, 1884 at the Toronto Fencing Club. With few alterations the By-Laws were accepted by those in attendance (Table 2-2) and Maltby became the first President of the newly formed Amateur Athletic Association of Canada (Lansley, 1971:200). After the election of officers William Maltby says:

...the object of the Association was to regulate such athletic sports as are not now under the control of other associations. The Canadian Cricket, Lacrosse, Rowing, Football, and Wheelmen's Associations cover these various branches of athletic sports already. The aim of our Association is mainly to regulate amateur competitions on the cinder path [i.e. track and field] (Crocker, 1953:5).

³⁰ See Lansley (1971:26-27).

However, it was not long before the debate over professional athletics embroiled the Amateur Athletic Association of Canada (AAA of C) in the infamous "athletic war" (Bedecki, 1969:6-7).

TABLE 2-2

CLUBS REPRESENTED AT THE FOUNDING MEETING
OF THE AMATEUR ATHLETIC ASSOCIATION
OF CANADA, APRIL 11, 1884

Toronto Fencing Club	Montreal Maple Leaf Club
Toronto Lacrosse Club	Montreal Le Canadien Club
Toronto Snow Shoe Club	Montreal Le Trappeur Club
Toronto Press Lacrosse Club	Montreal Athletic Club
Toronto University	Ottawa Metropolitan Athletic Association
Montreal Amateur Athletic Association	Hamilton Leander Rowing Club
Montreal Snow Shoe Club	Hamilton Fencing Club
Montreal St. George Club	Hamilton Athletic Club
Montreal Emerald Club	Brantford Lacrosse Club
Montreal Argyle Club	Queen's College, Kingston
Queen's Own Rifles (Toronto)	

Source: Crocker (1953:5)

A major factor that led to the formation of the AAA of C was the influence of the "pro" clubs that began to usurp the amateur code. On September 27, 1884 the AAA of C held the first Track and Field Championship and Annual Meeting under its banner. With few changes the AAA of C accepted the Laws of Athletics, published by the National Association of Amateur Athletics in the United States, as

their amateur code.³¹ Their main emphasis until 1896 was to control amateur competition in track and field (Crocker, 1953:6). As control presumes sanctioning power, this emphasis made the AAA of C the first true sports governing body in Canada, although its membership did not include clubs or groups beyond Quebec and Ontario. In 1896, the AAA of C revised their By-Laws which moved the Association beyond the "cinder-path". Article II stated that the Association would begin to encourage, "...systematic physical exercise and education in Canada", and advance and improve athletic sports for amateurs and standardize and regulate competitions (Lansley, 1971:52).

The AAA of C, in 1898, changed its name to the Canadian Amateur Athletic Union (CAAU) and adopted "...seven (of the) changes to the Association's (AAA of C) By-Laws, ...revised in 1896" (Lansley, 1971:57). According to Lansley (1971:57-58)³²

...a reason for the name change was not given but it may have been prompted by the affiliation with the AAU of the U.S. [United States] and an attempt to obtain some conformity in the nomenclature of the bodies which hoped to "control amateur sport throughout the continent".

³¹ For a detailed treatise of this and subsequent amateur codes see Bedeck (1969), Cosentino (1973), Lansley (1971).

³² See Lansley (1971:58) for other changes.

In 1902, the CAAU had to change its By-Laws again to reflect the growth of the national associations and their sectional groups (Refer to Table 2-3).³³ This growth effectively ended the "golden era of the sports club" in Canada. Although individual clubs could still join the CAAU, the By-Law changes were obviously designed to encourage the national sports governing bodies to affiliate.

By the turn of the century the prosperity of Canada had climbed and this gave rise to even more professionalism within sport. In 1906, the officers of the MAAA proposed to include professionals on their lacrosse and hockey teams so the teams could remain competitive. The CAAU reacted strongly against the MAAA position and was adamant that it would uphold its principles of not allowing "pros" or "pseudo-amateurs" to compete with and/or against amateurs. This caused the "Athletic War", a "battle that was really a provincial one between Quebec (MAAA) and Ontario, the latter

³³ These sectional groups and branches would ultimately lead to the development of provincial sport governing bodies. This level of development falls outside the limits of this study. Baka (1978a) shows that "provincial" sport governing bodies existed in the 1880's but similar to national organizations, most of these organizations represented only parts of a province and usually a single major city or town. Some were still only clubs seeking an elevated status or a mechanism to extract funds from provincial governments.

TABLE 2-3
NATIONAL SPORT GOVERNING BODIES
FORMED BY 1943

Name of Organization	Date Founded
Federation of Canadian <u>Archers</u>	c1932
Canadian <u>Badminton</u> Association	1921
Canadian <u>Amateur Baseball</u> Association	1920 ¹
Canadian <u>Basketball</u> Association	1922 ²
<u>Bowling</u> Federation of Canada	1907
Canadian <u>Boxing</u> Association	1920 ³
Canadian <u>Canoeing</u> Association	1900
Canadian <u>Cricket</u> Association	1892
Canadian <u>Curling</u> Association	1935
Canadian Wheelmen's Association (<u>Cycling</u>)	1883 ⁴
Canadian <u>Equestrian</u> Federation	1930's
Canadian <u>Fencing</u> Association	1914
Amateur Skating Association of Canada (<u>Figure Skating</u> /Speed Skating)	1878 ⁵
Canadian Rugby Union (Canadian/American style <u>Football</u>)	1882 ⁶
Royal Canadian <u>Golf</u> Association	1895
Canadian Ladies <u>Golf</u> Union (now Association)	1813
National Society of <u>Gymnastics</u>	1899
Amateur <u>Hockey</u> Association of Canada	1886 ⁷
National <u>Lacrosse</u> Association of Canada	1867 ⁸
Canadian <u>Lawn Bowling</u> Council	1924
National Association of Amateur Oarsmen (<u>Rowing</u>)	1873 ⁹
Canadian Football Association (English <u>Rugby</u>)	1873
Canadian Small Bore Rifle Association (<u>Shooting</u>)	1932 ¹⁰
Canadian Amateur <u>Skiing</u> Association	1921 ¹¹
Canadian <u>Snowshoe</u> Union	c1880
Dominion Football Association (<u>Soccer</u>)	1878 ¹²
Canadian <u>Swimming</u> Association	1909 ¹³
Canadian <u>Table Tennis</u> Association	c1930's
Canadian <u>Lawn Tennis</u> Association	1890 ¹⁴
Amateur Athletic Association of Canada (<u>Track and Field</u>)	1884 ¹⁵

1. In 1893 a CABA was formed and in 1896 the word amateur was dropped to reflect that some players were designated as professionals.
2. Now the Canadian Amateur Basketball Association.
3. Part of the AAU of C from c1920, in 1969 it became a separate body, the Canadian Amateur Boxing Association.
4. Became the Canadian Cycling Association in 1967.
5. This Association would be the ruling body for both speed and figure skating until 1914. In 1914 a separate organization was established as the Figure Skating Department of the ASA of C. In 1939 the Department became known as the Canadian Figure Skating Association (CFSA). In 1947 the CFSA became an independent body.
6. Existed between 1882 and 1886 and re-established in 1891. Forerunner of the CFL.
7. Became CAHA on December 4, 1914.
8. Became the Canadian Lacrosse Association (CLA) in 1887, Canadian Amateur Lacrosse Association in 1912, and finally the CLA again in 1925.
9. In 1880 became the Canadian Association of Amateur Oarsmen now called the Canadian Amateur Rowing Association.
10. Incorporated in 1936 by Secretary of State as the Canadian Bore Association, 1949 name was changed to Canadian Civilian Association of Marksmen, on December 2, 1964 name changed to the present Shooting Federation of Canada.
11. Now Canadian Ski Association (sic Ski Canada).
12. Now the Canadian Soccer Association.
13. Now Canadian Amateur Swimming Association.
14. Now Tennis Canada.
15. The AAU of C was the track and field governing body. See Table 2-4.

This is a comprehensive but not all-inclusive list. A few national sport governing bodies had or were developing provincial, regional and/or local sectional groups.

Sources: Broom (1972:27,262), CAHA (1979:By-Laws), CFSA (1978:By-Laws), CLBC (1979:By-Laws), Cosentino (1974:7 and 1979:248-9), Gaudaur (1963), Glassford and Redmond (1979:138), Howell and Howell (1969:121,144,180,204,320), Metcalfe (1976:82,85), Shooting Federation of Canada (1979:By-Laws), Wood (1965:162).

of which (now) dominated the CAAU" (Lansley, 1971:68).³⁴

The MAAA

...unable to live with the predicament in Quebec, exerted its powerful influence and on February 1, 1907, a meeting was called in Montreal and the MAAA was joined by twelve clubs, and the Amateur Athletic Federation of Canada was formed (Lansley, 1971:67).

The CAAU and the Amateur Athletic Federation of Canada (AAF of C) continued as two separate organizations both vying for power, until after the 1908 London Olympic Games. In 1909 officials from the CAAU and AAF of C agreed to end their quarrel. On November 27, 1909, both organizations agreed to disband and form a new national body, the Amateur Athletic Union of Canada (AAU of C), to govern and sanction amateur athletics in Canada. (Lansley, 1971:93).³⁵ See Table 2-4.

³⁴In 1888 the Maritimes Amateur Athletic Association was founded. Some of the members of the AAA of C left to join this regional association. From this date forward other new provincial and regional amateur athletic associations began to be formed along political and economic lines. The AAA of C because of the lack of a sound communication and transportation network continued to be dominated by the organizations in Ontario and Quebec (Lansley, 1971:37).

³⁵ For details of the conflict refer to Lansley (1971:67-79,91-93).

TABLE 2-4

A BRIEF SUMMARY OF THE RISE AND FALL OF
THE AMATEUR ATHLETIC UNION OF CANADA

-
- 1884: Amateur Athletic Association of Canada (AAA of C) founded. Primary sport interest was Track and Field (athletics).
- 1898: AAA of C changes name to Canadian Amateur Athletic Union (CAAU).
- 1904: Amateur Athletic Federation of Canada (AAF of C) formed and splinters away from CAAU during "Athletic War".
- 1909: CAAU and AAF of C agree to dissolve and Amateur Athletic Union of Canada is formed.
- 1911: The AAU of C established the Canadian Olympic Committee as a permanent committee within their structure, this remained the case until the Canadian Olympic Association was newly formed in 1948 and officially became incorporated in 1952 and totally independent of the AAU of C.
- 1930: The first British Empire Games were held in Hamilton and the AAU of C established a Permanent Standing Committee to take charge of these Games for Canada. This eventually became the British Empire Games Association of Canada within the AAU of C until 1953 when it became independent and changed its name to the British Empire and Commonwealth Games Association of Canada. It is now called the Commonwealth Games Association of Canada.
- 1952: COA totally independent.
- 1970: Dissolved at final Annual Meeting held November 13-14, 1970.
-

Sources: Lansley (1971:26-79,93,115,237,247,250,260),
COA (1976,1).

The AAU of C established a structural model that most national sport and recreation organizations would emulate. This should not be surprising as the organizational pattern is one that is suited to Canada. The re-organization called for decentralization with the formation of provincial branches in all provinces, with each having jurisdiction over its own athletes and competitions. The AAU of C, therefore, became the first national sports governing body in Canada (Lansley, 1971:301, Article iv of the AAU of C Constitution and By-Laws).

The Association also encouraged existing sports governing bodies to unite under its umbrella, provided each organization would strictly adhere to the Constitution and By-Laws, especially Article III, "The Definition of an Amateur". After the amalgamation tremendous interest in all forms of sports occurred throughout Canada (Crocker, 1953:9). This was a turning point in Canadian sport history. For the rest of this period the AAU of C was the primary coordinating agency for sport bodies at the national level. Refer to Table 2-5.

After 1909 individual clubs no longer affiliated directly with the Union: they were either affiliated with a national body representing their interests [for example, cycling clubs could affiliate with the Canadian Wheelmen's Association] which, in turn, affiliated with the AAU of C, or with the appropriate one of seven Sectional Associations as prescribed by the Union in 1909 (Lansley, 1971:95).

However, problems related to what constitutes an amateur continued to plague sport and the AAU of C. Prior to the First World War cycling, lacrosse, hockey and football were influenced by professionalism and all had disputes with the AAU of C. Slowly each individual sport governing body would begin to seek independence from the Union (Lansley, 1971:126-129). Tables 2-4 and 2-5 show key dates and developments concerning the rise and fall of the AAU of C.

TABLE 2-5

DELEGATES IN THE AMATEUR ATHLETIC
UNION: 1909-1970

1909: Major objective was to be the "umbrella" body for all sports bodies. Track and Field was still a major responsibility for the AAU of C and would remain so until November 15, 1968.

Sectional Members: Amateur Athletic Associations of the Maritime Provinces, Quebec Section (east of the C.P.R. lines from Ottawa to Brockville and all of Quebec), Ontario (west of C.P.R. lines from Brockville up to Port Arthur), Manitoba (Port Arthur, Ontario to the Manitoba western border), Saskatchewan, Alberta and British Columbia.

Allied Members: Canadian Police Amateur Athletic Association, Canadian Intercollegiate Union (central), YMCA Athletic League of Canada

International Members: None

1919: Sectional Members: Same as above.

Allied Members: The above, plus
 Canadian Amateur Hockey Association
 Canadian Lacrosse Association
 Canadian Association of Amateur Oarsmen
 Canadian Amateur Swimming Association
 Canadian Snowshoe Union
 Canadian Wheelmen's Association

International Members: YMCA Athletic League of the
 United States

1932: Sectional Members: All of the above.

Allied Members: The above, plus
 Canadian Amateur Skating Association
 Canadian Basketball Association
 Canadian Boxing Association
 Western Intercollegiate Athletic Union
 Canadian National Recreation League
 Women's Amateur Athletic Federation

Federated Members under control of AAU of C:
 Fencing, Handball, Volleyball, Weightlifting

International Members: Above, plus
 AAU of the United States
 Boxing Association of England
 Amateur Athletic Association of England

1946: Branches: Above except that Ontario split into three
 separate branches - the Central, South-
 Western and Thunder Bay Ontario Branches,
 and Quebec and Manitoba were separate
 Branches without the Ontario regions
 included.

Allied Members: From the above, the CAHA and
 Canadian Basketball Association withdrew in
 1937.

Federated Members: Same as above.

International Members: Above, plus
 Newfoundland Amateur Athletic Union
 U.S.A. Baseball Congress

1967: Branches: B.C., Alberta, Saskatchewan, Manitoba, Thunder Bay, South-Western Ontario, Central Ontario, Quebec, New Brunswick, Nova Scotia, P.E.I., Newfoundland.

National Sport Governing Bodies Federated with the Union (under control of):

Canadian Boxing Association
 Canadian Fencing Association
 Canadian Gymnastic Association
 (withdrew November 10, 1969)
 Canadian Handball Association
 Canadian Track and Field Association
 (withdrew November 15, 1968)
 Canadian Weight Lifting Association
 Canadian Wrestling Association

Allied Members:

Canadian Amateur Speed Skating Association
 Canadian Kodakan Black Belt Association
 Canadian Snowshoers' Union
 Canadian Team Handball Federation

Affiliated Members:

Canadian Junior Chamber of Commerce
 Federation of the Silent Sports of Canada
 Royal Canadian Legion
 National Council of YMCA's
 Expo '67
 Pacific National Exhibition

International Member Categories:

athletic, associate, sustaining, life,
 industrial.

1970: November 14-15, Final Annual Meeting

Sources: Glassford and Redmond (1979:138), Hart (1946:4), Howell and Howell (1969:153), Lansley (1971:96,97, 147,231,258,259,301-318), Wood (1965:162-163).

This is a comprehensive but not all-inclusive list. The purpose being to show the historical trend within the AAU of C.

Illustrative of the broader role the AAU of C was to assume revolved around the issue of playground instructors and eventually physical educators. The new Union retained the object of the AAA of C to promote and encourage systematic physical education in Canada. Secretary Crow believed the AAU of C had to get involved in the "Playground Movement", not only to promote playgrounds, but to regulate the amateur status of the instructors within them. This issue was discussed at the Union's "first" Annual Meeting³⁶ and it was agreed that:

Playground supervisors and instructors cannot compete [in amateur competition] while thus employed but do not forfeit their amateur status. The Union did not have to rule on the status of professional physical educators at this time for, although some physical training and military drill was being practised in Canadian schools....employment of specialist teachers had not yet reached a significant level (Lansley, 1971:103-104)³⁷

When the First World War began the Union "...ceased to function as an active controlling body from late 1914 until after the cessation of hostilities on November 11, 1918" (Lansley, 1971:141). Between Wars the Olympics grew in importance and the British Empire Games were

³⁶ This was recorded as the first meeting but it was actually the second meeting (Lansley, 1971:96).

³⁷ See Lansley (1971:152-153) for a detailed account of this issue.

held in Hamilton, Ontario in 1930, at England in 1934, and at Sydney, Australia in 1938 (Crocker, 1953:14). The Union in having established the Canadian Olympic Committee (COC) in 1911 and the Permanent Standing Committee to conduct Canada's participation in the British Empire Games around 1930 strengthened its authority as "the" governing body (Lansley, 1971:115,243-244).³⁸

Throughout the 1920's the AAU of C continued to try to strengthen its provincial section organizations and participation at the grassroots within the community and the schools. A motion put forward by Crocker and Dr. A.S. Lamb passed at the Annual Meeting of the Union in 1922 reflects the concern for a provincial "...endeavour to secure provincial organizations which will foster and develop material for the national try-out games" (Howell and Howell, 1969:15).

A second motion was put by Dr. Lamb and Mr. Covey of Saint John, New Brunswick that related to the development of a systematic approach for junior competition within public (elementary), high schools and private schools for boys. The motion passed and,

the first Interscholastic Championship was held in Montreal under the auspices of the McGill Athletic Association. The Second Interscholastic Championship was held in Toronto under the direction of the University of Toronto (Crocker, 1953:15).

³⁸ For in-depth histories of the Commonwealth Games refer to Agbogun (1970) and Redmond (1978).

In 1924, at the Annual Meeting of the Union there was discussion concerning a special Canadian sports event involving a number of sports to be held every fourth year sometime between the Olympic and British Empire Games (West, 1973a, 5:20). This idea was the seed from which the Canada Games, begun in 1967, eventually grew.³⁹ In the same year the COC through the AAU of C assisted thirteen athletes in paying their expenses for travel to Montreal for the Olympic trials (Howell and Howell, 1969:161). From 1924 the COC became very influential. The increased interest and importance given to international sport, especially the Olympics, provided the COC with a great deal of status within the Union. As the COC became more aware of its influence, it began creating problems as it acted independent of the parent body.⁴⁰ Other factors that led to problems within the AAU of C were jurisdictional disputes between the sections⁴¹ and growing alienation

³⁹ See Chapter V , text.

⁴⁰ Some problems are cited in Howell and Howell (1969:154) and Lansley (1971:179-180,185-188,228).

⁴¹ Sports development in Canada was greatly influenced by geography. The Country was generally considered to be made up of four regions prior to 1940. The Maritimes, Upper Canada (Ontario and Quebec), the Prairies (Manitoba, Saskatchewan and Alberta) and British Columbia. Most regions, for economical and practical reasons, limited competition to teams within its own confines or to those in the northern United States which were in close proximity to the area. In many ways Canada developed in a north-south direction because of geography. "National" championships, except for a few sports, were held with only an adjacent region with a similar interest. Lappage (1974:305-315) provides a good summary of sport development within each region to 1939-40.

and suspicion between Upper Canada (Quebec and Ontario) and the western provinces (Lappage, 1974:307).⁴² These problems, coupled with the increased trend toward pay for play in sports following World War I and prior to the Second World War⁴³ and the economic strains of the post-depression era would slowly lead to the erosion of the Union's credibility and authority on the one hand and a fostering of continued growth and development of individual sport governing bodies and multi-sport organizations on the other.

The Emergence of Professional Sport

Professional Sport grew as an outgrowth and alongside amateur sport during this developmental period in Canada's sport history.⁴⁴ Cosentino (1973:23-31) in his detailed treatise on the history of professionalism in Canadian sport states that the initial distinction between

⁴² See Lappage (1977).

⁴³ During both Wars the AAU of C and other sanctioning bodies such as the Canadian Intercollegiate Athletic Union - Central (CIAUC) relaxed amateur codes to allow amateurs and professionals to compete with and against each other in military leagues. This illustrated that professionals and amateurs could play together. See Cosentino (1973:379-392) and Lansley (1971:225).

⁴⁴ Refer to Cosentino (1973) and Lansley (1971) for detailed accounts related to Canadian professional sport.

the amateur and the professional was one of societal class. The elite classes, who were primarily English gentlemen, had time to become adept at their skills. These amateurs competed against one another, often for money, but were not regarded as professionals. However, as other classes began to compete and win, regulations were devised to eliminate these "lesser lights" from competitions involving gentlemen. Cosentino (1973:350) states that Indians always played for money in lacrosse and came to be known as professionals. In 1880 the National Lacrosse Association effectively barred Indians from competition by changing its name to the Amateur Lacrosse Association of Canada and then stating that:

any member who had competed for money in any public contests, Caledonian or otherwise, should be ruled out as a member of any club. It was further stipulated that "no club" in the Association should play for money either directly or indirectly (Cosentino, 1973:35).

The term professional was used to refer to those who played for monetary gain and in some instances carried with it a racial connotation.

Jones (1970a:440) states that the period from 1900 to 1920 was highlighted "...by a rising amateur movement which swept many sports to respectability". Lappage (1974:312) maintains that from 1921 to the end of 1939 amateur sport prospered and professional sport was almost non-existent. However, from 1909 when the AAU of C was

formed and throughout most of its history one of its major concerns was the rampant rise of professionalism.

During this period professionals came to be regarded as individuals who did not compete for the love of sport, who were from lower classes competing for monetary gain but who were better skilled. Many professional sports lost popularity due to violence, periods of economic depression or events related to the Wars. Lacrosse declined prior to each war because of its brutality and lack of players because many had gone overseas to fight in both wars. After the depression two of the four Canadian teams in the NHL had to fold because of losses at the gate. Baseball was affected in the same way. Many minor professional leagues in both hockey and baseball were totally devastated as they had an even more fragile existence (Cosentino, 1973; Lappage, 1974). Eventually though, developments occurring during this period had a beneficial effect on professional sport.

Inventions and technological developments in business and industry and commercial approaches contributed to the later expansion of all sport and especially professional sport. This expansion was enhanced by improved communications (newspapers, telephone, telegraph and particularly radio), transportation (railroads, automobiles, and later by the airplane) and facility development (indoor rinks, arenas, pools, gymnasias). As improvements occurred

sophisticated approaches to market sport were developed and utilized. Commercialized, American, "big business" approaches encouraged increased spectator involvement and to "sell" the game ungentlemanly conduct was not discouraged (Cosentino, 1973:266-369), Lappage, 1974:308-320).

By the end of this period attitudes toward professional sport began to change. Many negative connotations towards professional sportsmen waned because many amateurs realized the benefits of competing with and against the "pros" in the military leagues set up when amateur codes were relaxed prior to and during both World Wars. A few sports, such as golf, thrived under the professional label. In 1936 the NHL was consolidated into a strong six team league (Cosentino, 1973:268-272). Professional hockey gained prestige with the loss of the Olympic hockey gold medal to England in 1936. With the loss came the familiar excuse used by Canadians up to 1972, that "...we did not send our best" (Cosentino, 1973:337). In the public's mind amateur sport was relegated to being second rate and professional sport was elevated in status. This is illustrated by the fact that in 1938 Syl Apps of hockey fame was selected as Canada's top athlete and Bobby Pierce a professional oarsman won the Lou Marsh Trophy, awards which up to that time were reserved for the amateurs who were previously considered as being the most highly skilled, (Cosentino, 1973:369). Table 2-6 outlines some trends and events in professional sport during this period.

TABLE 2-6

SOME TRENDS AND EVENTS IN
PROFESSIONAL SPORT 1867 TO 1943

Prior to 1900

- Professional sport was characterized by players from the working or "lower" classes, who competed for monetary gain, who spent time and energy competing and practicing excessively in comparison to amateurs and who came to be regarded as better skilled. The professional sport team or league was thought to be dependent on gate receipts for their survival. Although wagering was very limited this gave professional sport a bad name.
- Many teams and leagues were quasi-professional or semi-professional at best.
- The Canadian Baseball League formed in 1885 was considered to be the first pro-league in Canada. Commercial baseball leagues existed in Winnipeg, Montreal, Hamilton and Toronto.
- Quasi-professional club teams existed in lacrosse, hockey, cricket and football (rugby).
- Horse-racing.
- Professional athletes were prominent in cycling, rowing and golf.

1900 to 1920

- 1904 - A professional team from Montreal wins the Minto Cup, was initiated for amateur competition.
- 1905 - Canadian Amateur Lacrosse Association encourages open competition.
- 1906 - Athletic War begins and AAF of C splits away from CAAU.
- 1908 - Stanley Cup competed for in open competition.
- 1909 - National Hockey Association formed for professionals and semi-professionals.
- 1910 - Contracts introduced to professional baseball and hockey.
- 1912 - Grey Cup competed for by quasi-professional football teams.
 - Pacific Coast Hockey League formed.
- 1914 - Prior to and during World War I amateur codes relaxed to allow amateurs and professionals to play together in military leagues.
- 1915 - Vancouver professional team wins Stanley Cup.
- 1917 - 10 teams form National Hockey League.
- 1918 - Lacrosse on decline, golf flourishes.
 - Rowing, cycling and track and field become predominantly amateur sports and their regulations are reoriented to the amateur code following World War I.

1920 to 1940

- 1920 - Ice-hockey, lacrosse, baseball and football becoming more oriented to professional sport.
 - trend toward "spectatorism" becomes prominent and is heightened by professional sport.
- 1925 - Last year a university team competes for the Grey Cup.
 - Canadian Amateur Lacrosse Association reverts back to its 1887 name, the Canadian Lacrosse Association, to indicate that its membership included both amateurs and professionals.
- 1931 - Warren Stevens imported by MAAA Winged Wheelers, he leads them to an undefeated season and the Grey Cup. This begins the trend toward the use of imports which is prominent today in the CFL.
- 1930s- Wrestling and boxing become popular professional sports.
- 1936 - By this year the NHL was consolidated into a six team league.
- 1937 - Western Professional Football Union forms, other football leagues formed backed by companies, e.g. the Imperial Oil Company Sarnia entry in the Ontario Rugby Football Union.
- 1938 - Prior to War amateurs and professionals mix together in military leagues. Trend toward acceptance of professional sport.

Sources: Broom (1971:27), Cosentino (1973:19-330), Howell and Howell (1969:206-207), Jones (1970:A449-450 and 1970b:46), Lansley (1971), Lappage (1974:312-318).

The Evolvment of Sport
Programs in the Educational
and Recreation Systems

Initial government involvement in programs related to sport began at the local and provincial levels in Canada.

Fitness oriented programs began in the schools prior to Confederation and recreation programs evolved as towns, cities and provinces were created and developed. By the end of this period the educational system and provincial and community recreation programs demonstrated an involvement in and a concern for sport.

Sport in schools. Gear (1973:2) states that, "the only government involvement in physical fitness in the nineteenth century was associated with its control over the educational system." Prior to Confederation superintendents were appointed in several regions of the Dominion. In 1844, Dr. A. Egerton Ryerson became the Chief Superintendent of Education in Upper Canada (Ontario). Ryerson was the person most responsible for developing the Ontario School System (Morrow, 1975:3). Gear (1973:2) shows that Ryerson's approach was one oriented to gymnastics training and drill.⁴⁵

Munro (1965:3) states that programs prior to 1900 "...were definitely influenced by Per Henrik Ling's Swedish

⁴⁵ Morrow (1975:6-52) provides a detailed account of Ryerson's life, sporting ideals and influence on physical education.

System of Gymnastics, by the German Turnverein societies and by Dio Lewis, founder of the National Institute of Physical Education in Boston." Around 1899, when physical training first became compulsory in the schools boys took part in drill and gymnastics while calisthenics were for girls. Drill was primarily fostered by the ex-garrison soldiers who were among the first "p.t." instructors hired by the schools (Bryans, 1965:126-127; Cosentino and Howell, 1971:14; Gear 1973:11; Morrow, 1974:304-306).⁴⁶ This early entrenchment of military drill and calisthenics into the schools as the "physical education curricular program" was reinforced by the Strathcona Trust Plan in 1909 and by the two World Wars.

That the British orientation toward games and sports did not have as pronounced an effect on the schools as it had on the community appears to be a Canadian historical paradox. Wise and Fisher in a frank and terse statement offer their opinion as to why sport came to be considered of lesser importance in the schools than drill and exercise. They state:

Mistrust of athletics and hermetically embalmed "culture" are both survivals of our puritanical past. Perhaps if Egerton Ryerson, when he laid the foundations for Ontario's school system in the 1850's, and

⁴⁶ Refer to Lindsay (1979b) for an in-depth review of the impact of the military garrisons on the development of sport.

provided the model for schools systems elsewhere in the country, had been less impressed with Prussian exercise drill and more taken with the "games days" and general participation of the English schools, we might earlier have developed a more balanced and civilized view of the good relationship between mind and body. Pioneer earnestness dies hard, however, and so the attitude remains that games and sports are at best frivolous and unrewarding diversions, and at worst the preoccupations of the light-minded, the unstable and the socially inferior, tinctured with rowdyism, violence and gambling (Wise and Fisher, 1974:ix).

However, most of the games and sports played interscholastically and intramurally were of British origin. Perhaps the dichotomy between the curricular "p.t." program and the extracurricular sports program was due to the fact that the former was teacher dominated while the latter tended to be strongly student oriented.

As early as 1880 high schools were competing in interscholastic football and track and field (Jones, 1970A:424). Around 1890 the Canadian School Amateur Athletic Association was formed and tried to become affiliated with the CAAU. According to Howell and Howell (1969:95), nothing was finalized and it appears as though this organization soon disappeared from the scene. Local scholastic sport governing bodies continued and later became influential. Organizations such as the Toronto Public Schools Amateur Athletic Association, "...helped govern and popularize sport in their respective institutions (Jones, 1970a:433).

After 1900 more emphasis was placed on sports within the schools and in the emerging physical education programs (Lamb, 1933:5). Munro (1965:3) maintains that:

in most localities the only physical education programs carried out at the secondary school level...were the games played by representative teams...and for the most part...were confined to the "selected few" top athletes in the schools.

One of the significant outcomes and contributions of such school programs was that as student-athletes graduated they became the leaders in community sport programs and instrumental in the diffusion of sports throughout Canada (Jones, 1970a:419).

A trend away from a British sports tradition toward a North American one began after the turn of the century. Competitions in hockey, lacrosse, modified rugby (that would become North American football), baseball, basketball and volleyball continued to increase in popularity. These "new" sports coupled with philosophies of physical education espoused by Drs. Dudley Sargent, William Skarstromy, Luther Gulick and other Americans along with Canadians Dr. Robert Tait McKenzie and James Naismith influenced the thinking of the early leaders in Canada and outlined the need for new approaches to school physical activity programs (Munro, 1965:3).

In 1909 the Strathcona Trust program and the threat of the First World War suppressed participation in sports. After 1911 drill and calisthenics again became predominant.

However, Lamb (1933:6) states that in 1910 a trend toward emphasis on play and recreation was developing and that by 1920 the "new" physical training programs had a greater educational emphasis rather than just a physical one.

Even the Strathcona Trust underwent some fundamental changes when the Syllabus of 1919 was authorized for use in the program at a meeting of the Executive Council in Ottawa on February 28, 1921 (Cosentino and Howell), 1971:41). The Syllabus states that:

A course in health education should be instituted in each normal school. The course would consist of elementary hygiene, elementary physiology, recreational exercises, physical training (including corrective exercises). A further recommendation stated that each provincial department of education should approach the trustees of the Strathcona Trust so as to implement the proposal (Cosentino and Howell, 1971:40).

This trend away from military drill caused a movement toward a more child-centred games approach at the elementary level which became prominent in the latter half of the 1930's.

Secondary school level programs began to emphasize games and carryover activities in the 1920's and 30's.

Lappage (1974:316) shows that interscholastic sports flourished. In 1922 the Canadian Secondary Schools (athletic)

Association (CSSA) was organized. Crocker (1953:15) states that for a few years the CSSA functioned in the Maritimes, Quebec, Ontario and Manitoba. Although this organization existed into the 1950's it never assumed a strong leadership role after its founders retired around 1930. Fortunately, provincial secondary school associations were established at this juncture and with their local counterparts organized local and provincial competitions with the assistance of some universities.

The period between the two great wars saw other changes in school programs. Some of the innovations were influenced by organizations such as the Toronto District Physical Education Association organized in 1922 and the Quebec Physical Education Association formed at McGill University in 1923 (Cosentino and Howell, 1971:44; Public Archives, 1976:153). From 1931 to 1933, several local groups developed into physical education associations. In 1930, the Quebec Organization, under the leadership of Arthur Lamb, received recognition from the American Association for Health, Physical Education and Recreation and in 1931 Lamb and his cohorts decided to push for the formation of a national association. In 1933, at Toronto, Lamb realized his goal and the Canadian Physical Education Association (CPEA) was formed when Montreal and Toronto groups joined (CAHPER By-Laws, 1978-79:3; Cosentino and

Howell, 1971:48; Public Archives, 1976:153). Lamb, as the Association's first President, and others used the CPEA platform effectively to initiate and foster new ideas they brought back from the American Association's meetings, to speak out against the Strathcona Trust Plan program and to gain university degree status for the emerging field of physical education. By 1939 it appeared as though the members of the CPEA and other local organizations were making some headway in moving the emphasis away from drill toward more reliance upon sports and games in the physical education curriculum (Sawula, 1977:21-28, 46, 54-55).⁴⁷

However, Gear in his concise overview of the period between 1918 and 1940 shows that World War II reversed the trend again. He states:

During the period between the wars military drill possibly because of the horrific war of 1914-1918, declined in popularity but was replaced, in effect, by a paramilitary form of physical education. Fitness which was being considered an index for physical education was now to be achieved by games and gymnastics rather than drill. In September of 1933 Toronto schools abolished cadet schools and about the same time the Canadian Government ceased to give grants to schools that

⁴⁷ Sawula (1977:28) also mentions a H.E. Balfour, Inspector of High Schools for the Province of Alberta as another who spoke out against the cadet program in particular. What Balfour's, Lamb's and the actions of the CPEA illustrates is that there was a general concern among educators about the militaristic orientation of physical education programs.

taught military drill as part of their programme. This emphasis on games and activities which promoted physical fitness continued throughout this period between the wars but the need for fit and trained soldiers by 1940 reversed the process and cadets and defence training again became a compulsory part of the physical education programme. By 1948 the emphasis had once again switched to game skills, co-ed and recreational activities, athletics, and physical fitness programmes. This trend has continued[to the present] (Gear, 1973:15)⁴⁸.

Sport in universities and colleges. The universities and colleges provided a great deal of leadership in sport and physical education since the latter part of the nineteenth century. This leadership had a significant influence on the development of sport in Canada.

1. Intercollegiate and Intramural Sports. Varsity club and intramural sports began in the 1870's. By the turn of the century organized competitions took place in inter-collegiate and intramural football, hockey, track and field and rowing (Cox, 1969:404-406). Dr. Robert Tait McKenzie established one of the first University Athletic Associations at McGill University in Montreal in 1874. The purpose of the Association was to supervise and coordinate the various activities, especially contact sports (Howell and Howell, 1969:82).

⁴⁸ Cadet programs for men and women continued in the high schools either on a voluntary or compulsory basis as late as 1972.

In May of 1874 the first of the famous games between McGill and Harvard football teams took place. These games were played under the American version of Association Rugby Rules and led to the development of North American football.⁴⁹ In 1897 the Canadian Intercollegiate Rugby Football Union was found. The original members of the league were the universities of Toronto, Queen's in Kingston and McGill. On October 15th of the following year Toronto and McGill played the first game of the new league (Howell and Howell, 1969:78, 80-82).

Perhaps one of the greatest contributions by the university community to sport was the development of the rules that led to modern ice-hockey. Strong evidence suggests that three McGill students devised the first hockey rules.⁵⁰ In 1875 two McGill students captained the two teams that competed in the first organized hockey game ever played indoors (Cox, 1969:401). Later, McGill, Queen's and the University of Toronto challenged each other in hockey contests. According to Cox (1969:402), Queen's won the first organized hockey championship at Kingston in 1885 and

⁴⁹ Refer to Cosentino (1969) for a comprehensive review of the history of football in Canada.

⁵⁰ See Wise and Fisher (1974:42-48) for an excellent account about the controversy surrounding the origins of hockey.

James T. Sutherland, often referred to as the "Father of Hockey", was a member of the winning team. In 1895, 1898 and 1899 Queen's challenged the powerful teams from Montreal for the Stanley Cup (Cox, 1969:402). In 1902, the Intercollegiate Hockey Union was formed and McGill, Queen's and Toronto were joined by Osgoode, Ottawa, Trinity and Royal Military Colleges in the Union (Jones, 1970a:423).

Soccer was also played in the western universities prior to 1900 and an intercollegiate league existed in Manitoba. Eastern universities did not play soccer until 1904. And in 1910 the Canadian Intercollegiate Football (soccer) Union was formed (Howell and Howell, 1969:338).

By the early 1900's Dalhousie and Acadia Universities in the Maritimes, McGill University in Quebec, the Universities of Toronto, Queen's, McMaster and the Royal Military, Trinity and Ottawa Colleges in Ontario, and the Manitoba and Victoria Colleges in the west all conducted intercollegiate programs (Cox, 1969:397). On May 26, 1906 the original Canadian Intercollegiate Athletic Union (CIAU) was formed as a result of the initiative of the "big three" - McGill, Toronto and Queen's. By October of the same year McGill and the Ontario institutions competing in intercollegiate sport were members of what came to be known as the CIAU - Central (Moriarty, 1971:71).⁵¹

⁵¹ The present Canadian Interuniversity Athletic Union (CIAU) was formed in 1961 as the Canadian Intercollegiate Athletic Union. The original CIAU was formed in 1906, however, in 1952 the name was changed to Canadian Intercollegiate Athletic Union Central (CIAUC) in recognition of the fact it was not truly national in membership. (Moriarty, 1971:2).

By 1909 intercollegiate championships were conducted by the CIAUC in lacrosse, swimming, water polo, tennis, boxing, wrestling and fencing. Gymnastics, cycling, curling and skating were also popular club and intramural activities. In 1908, the University of Toronto won the North American Intercollegiate Lacrosse Championship. And between 1909 and 1924 the universities dominated the Grey Cup (football) and many other national senior championships (Cox, 1969:402-403); Jones, 1970a:420-431; Lappage, 1974:316).

In 1910 the Maritimes Athletic Union was established and in 1920 the Western Canada Intercollegiate Athletic Union was formed by the Universities of Manitoba, Saskatchewan and Alberta with the University of British Columbia joining in 1923 (Howell and Howell, 1969:157).

American influence was prominent in Canadian universities. As gymnasias became more functional, competitions in basketball, volleyball and indoor baseball became more popular in Canada. In football as winning became more important, athletes and coaches, such as Warren Stevens and Frank Shaughnessy, were imported (Wise and Fisher, 1974:37). The coach during this period changed from being a friendly faculty advisor to that of an autocratic leader of the team. Shaughnessy took over the McGill football team in 1911 under the clear understanding that he could exert full control over the football program (Jones, 1970a:426). In later years the athletic departments and some

professional preparation programs became dominated by Americans with similar points of view.

One of the significant outcomes of the early intercollegiate and intramural programs was that many athletes moved into the community and provided the initial leadership in physical activity and athletic programs in agencies such as the YMCA/YWCA, Boys Clubs, Scouts and Guides and in early sport governing bodies such as the AAU of C (Jones, 1970a:432).

2. Professional preparation. The development of professional programs related to physical education and sport began around 1870. The earliest programs were physical training (drill, rigid exercise and gymnastics) oriented. Later the era of physical culture would influence the skill emphasis and physical education programs slowly developed. As early as 1872 the Royal Military College, a vestige of the Kingston garrison, developed a military instructors program under the authority of the Department of Militia and Defence (Cosentino and Howell, 1971:34).

Two of the earliest leaders in physical education in North America were Canadians⁵². In 1888 James Naismith

⁵² For comprehensive accounts about some of Canada's great leaders see Dewar (1965 and 1970) on Naismith, Eaton (1964 and 1970) on Lamb, Keyes (1970) on Crocker, Kozar (1975) on McKenzie and Sawula (1977) and Schrodtt (1979) for extensive references on Eisenhardt.

was appointed as the physical training director at McGill University. Two years later he left to teach at Springfield College in the United States where he invented basketball in 1891. Robert Tait McKenzie "the Father of physical education in North America" succeeded Naismith at McGill. Under McKenzie's guidance "...the entire physical and recreational programs of McGill flourished" (Howell and Howell, 1969:99,313).

In 1906 Miss Ethel Mary Cartwright was appointed at McGill and by 1908 a 2 year compulsory physical training course was implemented for women (Cosentino and Howell, 1971:35; Jones, 1970a:402). By 1911 the first course specifically developed for the professional preparation of physical educators and recreation personnel was established at McGill. It was a four week summer course including many subjects considered to be "the very foundations of an undergraduate professional curriculum" (Meagher, 1965:65). In 1912 the McGill School of Physical Education was founded and the course increased to one full academic year in addition to the summer course (Cosentino and Howell, 1971:36; Meagher, 1965:65). Around this same time McGill also co-sponsored a playground course with the Montreal Parks and Playground Association. McFarland (1970:23) states that:

.....The course ran approximately seven hours per week for fifteen weeks...content

included educational psychology, psychology of play, practical conduct of playgrounds, kindergarten games and songs, storytelling, anatomy and first-aid, games and athletics, manual work and folk dancing.

In 1919, Dr. Arthur S. Lamb, a medical doctor from Australia, was appointed Director of Physical Education at McGill. He was given authority over the athletic, physical education and health services program.

He immediately brought about an increase in the length of the course to two full academic years and developed a large number of additional quasi-medical courses specifically designed for physical education and recreation personnel (Meagher, 1965:65).

By 1934 expanded physical education courses were offered at McGill. However, it was not until May 23, 1945 that "Dad" Lamb, as he was affectionately called, and his staff received Senate approval for "...the establishment of a four-year course leading to the degree of Bachelor of Science in Physical Education". The implementation of this program, administered under the auspices of the Faculty of Medicine, gave Physical Education the status at McGill, "...to be called 'professional' rather than 'technical'" (Meagher, 1965:65-66).

In 1900 the senate of the University of Toronto established a three year diploma course in gymnastics and physical drill for men and a similar program for women in 1901. The course consisted of

...theory, including elementary anatomy, hygiene, anthropological measurements, and general methods adapted to improve the physical condition of the students...Men were required to train on horizontal and parallel bars, vaulting horse, rifle exercise, military drill, club swinging, fencing, boxing, and wrestling. Women's practical assignments included dumbbells, club swinging, basketball, Swedish exercises for the upper extremities, running, marching, vaulting, calisthenics, vocal exercises, and....archery, fencing and tennis (Cosentino and Howell, 1971:30).

Following the implementation of the Strathcona Trust program in 1908 the University of Toronto with the Department of Militia and Defence operated summer courses for legally qualified teachers. Certificates were awarded in elementary physical culture and although drill oriented, this program led to a variety of new approaches in physical education by 1911-12 (Cosentino and Howell, 1971:32).

In 1908 Dr. J.W. Barton left the Hamilton School of Physical Culture (begun by the YMCA in 1889) to be the physical director of the Diploma Course in Physical Training at the University of Toronto. In 1912 Miss Coventry from Peterborough Normal School took over the position of Director of Athletics for Women. With these appointments the University of Toronto upgraded and expanded its programs to four years. In 1924 the men's diploma course declined and was ended. In 1927 it was revitalized as the Diploma Course in Physical Education (Cosentino and Howell, 1971:31-32, 43).

By 1936, Warren Stevens had become the Director of Athletics for Men at the University of Toronto. In a proposal to the University Senate he recommended that a School of Health and Physical Education with a four-year course leading to a bachelor's degree be established. This proposal ultimately led to the establishment of the first degree program in physical education at the University of Toronto in 1940 (Cosentino and Howell, 1971:44-45).

Meagher, (1965:66) states that, "...the Margaret Eaton School of Literature and Expression...could be considered Canada's first true national teacher preparation institution in physical education." Established in 1901 in collaboration with Victoria College of the University of Toronto, the "School of Expression" had as its objectives: "the interpretation of literature, the problems of voice production, and the promotion of physical education (Meagher, 1965:66). In 1906 it

...became known as the Margaret Eaton School of Literature and Expression, as a result of a gift of land, building and furniture by Mrs. Timothy Eaton. The course of study consisted of one year of instruction. Dancing and gymnastics, among other subjects, were used as avenues of expression. Leadership was provided by graduates of the Sargent School of Boston and Hemenway Gymnasium of Harvard University (Cosentino and Howell, 1971:51).

By 1910 twenty-nine of the school's graduates held prominent positions throughout Canada. In 1920 the school was divided into three departments, one being the Department of Physical Education that offered "a two-year normal course in physical education leading to a teacher's diploma" (Meagher, 1965:67). In 1924 Miss Mary G. Hamilton followed Mrs. Emma Scott Raff-Naismith as Director and continued the program at Margaret Eaton in cooperation with the University of Toronto. And,

...in May 1934, Miss Florence Somers, formerly Associate Director of Sargent's School in Boston, became director of the School...increased emphasis was placed on athletics...recreational activity clubs...modern and creative dances, and in-service training for Ontario teachers (Meagher, 1965:67).

In 1940 Harry Griffiths, Miss Somers, Warren Stevens and a Dr. E. Stanley Ryerson (who had been promoting physical education among his colleagues in the Faculty of Medicine at the U. of T.) combined their efforts to establish a Bachelor of Physical Education degree (Cosentino and Howell, 1971:45; Davidson, 1977b; Meagher, 1965:67).

On May 23, 1941, the University of Toronto absorbed the Margaret Eaton School and on December 12, 1941, the School of Physical and Health Education was founded (Cosentino and Howell, 1971:45).

The push for and realization of physical education degree programs as an area of study and research can also be attributed to Arthur Lamb and the CPEA. Indeed most of the people who were promoting physical education programs within

their various universities at the time were members of the CPEA. They shared strategies and ideas about the implementation of their programs and in many ways they all had a hand in establishing the Toronto program. In 1939 and 1940 there was a "friendly" competition between Griffiths and Somers (University of Toronto) and Lamb (McGill) as to who would establish the first degree in physical education. Toronto won out in 1940. Some believe that "Dad" Lamb was very upset with the McGill establishment for blocking his desire to be first (Blackstock, 1977c; Davidson, 1977b).

In general, the fledgling university programs during this and the next era were primarily concerned about educating people in the practice and teaching of physical education. Courses given in the professional preparation programs related to sport medicine and science were of the pure science variety (e.g. anatomy, physiology not functional anatomy or exercise physiology). This led people involved in university programs to seek out physical education and sport related material. During this period events began to occur that would lead to the search for the body of knowledge unique to sport and physical education. In 1928, the International Federation of Sports Medicine (FIMS) was founded. FIMS was created to promote sport research and affiliated with the IOC. No sport medicine or science organization, outside of the embryonic Canadian Medical Advisory Committee of the COA, existed in Canada. The seeking of a Canadian liaison with FIMS fostered by university physical education, eventually led to the

development of the Canadian Association of Sports Sciences (CASS) in 1967, even though the creation of such a body was recommended as early as 1944 (Merriman, 1967).

Until 1967 the CPEA (sic. CAHPER) was the primary organization to express concerns and spearhead developments related to the sport and physical activity sciences as well as the practice of physical education.

Prior to FIMS being founded another international association had been created to foster world wide cooperation in physical education and sport. In 1923, the International Physical Education Federation (FIEP) was formed. However, even to the present FIEP has held little influence on the development of either physical education or sport in Canada.

Sport in the provinces and communities. Today sport programs are offered through numerous organizations and agencies at the provincial and municipal levels in Canada. Throughout this period local park commissions and boards, recreation organizations and other service agencies with sporting interests developed.⁵³ In the latter part of the period provincial governments became instrumental in pioneering efforts related to sport.

⁵³ Refer to McFarland, 1970 for a detailed study of public recreation in Canada. Farina (1965) provides a good overview of private agency development in Canada and Spicer (1965) reviews the involvement of the provinces in sport and physical education up to the mid 1960's. Baka's (1978a) study is a very in-depth history of provincial government involvement which focuses upon the four provinces west of Ontario.

1. Local Park Commissions and Boards. McFarland

(1970:15) states that:

Local, provincial and federal governments took an early interest in municipal park development in Canada. Requests for crown lands and military reserves for use as park land appear to have been readily granted and provincial legislation to permit local park acquisition was passed well ahead of any general clamor for it.

In 1867 within the four provinces forming the Dominion of Canada only nine cities had a population of more than 100,000 people (McFarland, 1970:77).⁵⁴

In 1883 the province of Ontario passed the first Canadian legislation [in recreation]....The Province's "Public Parks Act" provided for the establishment of parks and parks systems in cities and towns upon consent or petition of the electors. Local governments were empowered to appoint boards of park management to be composed of the mayor and six other non-members of council who would be appointed by Council on nominations by the mayor (McFarland, 1970:12)

Similar acts were passed in other existing provinces by 1912. Manitoba passed such an act in 1892 with only the City of Winnipeg eligible to implement the legislation. In Alberta, Calgary had provided for the establishment of a parks board by 1910 but by 1913 this board's power was

⁵⁴ Montreal (100,000+), Toronto and Quebec City (50,000+), Saint John, Halifax, Hamilton and Ottawa (20,000+), London and Kingston (approximately 15,000).

repealed. Saskatoon passed the "Saskatoon Public Parks Act" in 1912 and Vancouver formed a parks committee in 1888. A change in Vancouver's charter in 1890 probably made it the first city in Canada to have an elected parks board (McFarland, 1970:13). Ultimately these early developments would lead to fully developed municipality controlled recreation programs in which sport and other physical activity programs would form an integral part.⁵⁵

2. Recreation organizations. Local councils and associations in the late 1880's started developments in public recreation that also influenced the,

...establishment of a civic department, in many cases a section of the parks department, responsible for playground and more general recreation programming (McFarland:38).

The National Council of Women formed in 1883 through their local council structure encouraged the North American playground movement and the trend of fulfilling children's needs through play in the out-of-doors. At the Council's eighth annual meeting in 1901 at London, Ontario, the concept of vacation schools and supervised playgrounds was promoted. In 1903 a national committee was formed to

⁵⁵ McFarland (1970:3-4) reports that "in 1933, the Dominion Bureau of Statistics conducted a survey of...seventy cities...46 reported some support for playgrounds, 13 reported no support and 11 did not report." Very few of the 46 cities did little else but to maintain parks and sport grounds. Ian Eisenhardt stated at the first meeting of the National Council on Physical Fitness in 1944 that: "It would appear that in most cases there is no municipal organization to administer the playgrounds" (DPNH, 1944, 1:10).

pressure localities and school boards to allow the use of schools during the summer for recreation purposes. In 1908 the Toronto Public School Board "...became the first body in Canada to administer summer playgrounds." As these programs grew community recreation developed "beyond what was seen as the school role" (McFarland, 1970:38). In 1913 the national committee changed its name to the Committee on Supervised Play, Recreation and Social Centres and in 1923 it became the National Recreation Committee. Leaders on the Committee continued to be very vocal on their philosophy of developing a system for recreation program delivery as close to the community as possible (McFarland, 1970:5).

Other organizations developed locally as well. For example, the Montreal Parks and Playground Association was incorporated in order to obtain funds for programs not provided by municipal boards and to appropriate land for park development. In other centres similar associations joined with other groups to deliver services related to sport activities and recreational pursuits more effectively. In 1914, the Saint John, New Brunswick Playground Association cooperated with "Girls' Associations, Boys' Clubs and Travellers' Aid to employ a full time Director of Playground and Social Centre work" (McFarland, 1970:23-25).

In 1928 a committee of the Canadian Council on Child and Family Welfare appointed a committee to inquire into the provision of recreation services in Canada. And in 1929 the

Council established a Recreation Division. This was the first national organization to express and act upon its concern for the overall development of recreation services in Canada. From its earliest beginnings the Council attempted to fulfill its role as a program enabler and coordinating body for research in the field of recreation. The Council's efforts met with little success as recreation leaders were reluctant to grant the Council a mandate because they rejected the idea that recreation was a welfare function (Farina, 1965:234; McFarland, 1970:3). In 1935 the Council conducted the first national survey on Recreation and Leisure Time Services in Canada. This report was presented to the 1936 World Recreation Congress in Hamburg, Germany. The report was a general overview but did show that the universities through extension programs offered recreational services to community groups prior to the formation of local government recreation departments (Farina, 1965:223,234; McFarland, 1970:3).

McFarland (1970:34-37) shows that public and private organizations and agencies at the local level had a high degree of involvement in the development of sport facilities, programs and inter-playground competition. She infers that the citizenry came to regard the local recreational programs as sport specific. She notes:

In all cities, supervisors appear to have made a conscientious effort to provide a variety of activities. J.J. Syme cited entertainment offered by Hamilton

playgrounds to the National Recreation Congress held in Toronto in 1931 as visible proof that (the playgrounds) were not interested in sport alone, but encouraged every child to develop interest in other forms of recreation and development in art, music, dancing and deportment (McFarland, 1970:37).

This shows a strong relationship between sport and recreation during this era. Indeed many of the social clubs that spawned national sport governing bodies were originally formed for the purpose of socialization during a person's leisure time, not specifically for the development of sport. The early sport clubs encouraged the active involvement of all its members. For example, the "travelling" club team was composed of the best athletes from the broad base of participating members. Those who did not compete above the club level became zealous spectators at inter-club competitions cheering for their respective side. The early membership of the AAU of C reflects that some recreation organizations that sponsored leagues for anyone wishing only to participate, such as the Canadian National Recreation League, became allied members.

Beside the playground movement there was a general trend toward outdoor physical activity. The Alpine Club of Canada was founded in 1906 and incorporated in 1909. It was the first national recreation organization to receive grants from the federal government in 1914 (Alpine Club, 1973; see Appendix 5).

In the mid-1920's camping became even more popular and an activity that families pursued together. In 1933 people within the "camping movement" first became organized in Ontario when the Ontario Camping Association was formed. The Canadian Camping Association was formed three years later primarily as a result of the encouragement of the Ontario organization (Blackstock, 1977d; Howell and Howell, 1969:223; also see Smith, 1965).

The Canadian Youth Hostels Association was established in Calgary in 1933 through the initiatives of Catherine and Mary Barclay and it quietly grew to six regional districts with a few thousand members. On February 23, 1938 it became an incorporated body. Soon thereafter it developed programs involving hiking, cycling, camping and cross-country skiing (CHA, 1979; Wood, 1965:156).

3. Service Agencies, clubs and other voluntary organizations. These organizations were among the first in Canada to actually encourage, promote and develop sport interests within a community. The mandates of these organizations are broad but the ones that have maintained a high profile in Canada have done so in part because of their sport activity programs.⁵⁶ Table 2-7 lists many of

⁵⁶ For a comprehensive review of some of these agencies and their contribution to sport refer to Cosentino and Howell (1971), Howell and Howell (1969), Jones (1970a:326, 383, 475-485), McFarland (1970), Mitchelson (1970), Ross (1951), Van Vliet (1965) and Welch (1960).

TABLE 2-7
SERVICE AGENCIES, CLUBS AND OTHER VOLUNTARY ORGANIZATIONS
INVOLVED IN SPORT PRIOR TO 1943

Organization	Development	Some Notable Contributions Related to Sport
Boy Scouts	Canadian General Council of the Boy Scouts Association was incorporated by an Act of Parliament in 1914. Dominion headquarters for the Council was established in 1910. Their structure is similar to that of the Girl Guides.	Leadership training, field days (track events primarily), promotes fitness and physical training, encourages sport and other recreational activities, e.g. camping for boys.
Boys' Clubs	First club established in 1900 in New Brunswick. The first club building in Canada was created in Montreal in 1905. In 1929 the Boys' Club Federation came into being with 16 clubs in 7 different communities. In 1947 it was reorganized and became the Boys' Clubs of Canada.	Local community-based clubs encourage young people and adults to work and learn together, approaches vary with each club but focus of attention in each involved child, the general approach is to guide young people in their constructive use of leisure time.
Canadian Red Cross Society	Originally established as the first overseas Branch of the British Red Cross Society in 1896.	The Red Cross Water Safety Service, however was not established until 1945 when a search for useful peacetime programs began. As well leaders in the Royal Life Saving Society encouraged Red Cross involvement in water safety and first aid. The ground-work for the Canadian program though was initiated in the United States during the 1920's.

Royal Life Saving
Society (RLSS)

Upper Canada Life Saving Corps established in 1895. The second branch of the RLSS outside of Great Britain was formed in 1908 in Ontario. In 1924 King George V granted the Society a Royal Charter of Incorporation which protected the program from being taken over by other agencies. This charter was amended in 1960.

Was the first organization in Canada to develop skill awards in any sport. Encouraged the development of indoor swimming pools for year round perpetuation of the sport of swimming. Developed synchronized swimming (1926), first organization to promote education in life saving techniques.

Young Men's and Women's
Christian Association
of Canada (YM/YWCA)

National councils for men and women were established around 1910 with the National Council of the YMCA incorporated in 1912. The first YMCA on the North American continent was founded in Montreal on November 25, 1851. The first YWCA was formed in 1870 in Saint John, New Brunswick.

Very influential in many areas and aspects of Canadian life. Supplied a great deal of leadership and developed some of the earliest physical education programs. Promoted almost every sport and was instrumental in inventing basketball and volleyball. Developed many facilities and introduced some of the earliest indoor swimming pools in Canada. Established skill awards in many sports. In 1902 the Canadian YMCA Athletic League was developed across Canada and joined the CAU in 1905. Just prior to 1920 developed the first Canadian fitness tests, the Canadian Standard Efficiency Training Program which became a very common feature in playground programs across Canada during the 1920's.

Other Organizations

Girls in Training

Promoted drill and physical fitness for women.

Mechanic's Institute

Promoted better lifestyle by encouraging shorter working days, sport activities, and improved use of leisure time.

Service Clubs

Gyro, Kiwanis, Kinsmen, Lions, Optimist and Rotary International plus a few others.

Promoted better use of playgrounds, parks, encouraged sport through sponsorship of local teams for children and youth, welcomed professional athletes to meetings to meet with members and their sons and this type of activity conferred respectability on professional sport.

All of these organizations are structured in a similar pattern, emphasize local initiative, are concerned about the health and welfare of the population and provide varied forms of recreation and services (see Farina, 1965).

Sources: Berridge (1970), Boys' and Girls' Clubs of Canada (1979:5), Cosentino (1973:27,60,382), Farina (1965), Girl Guides of Canada (1979), Jones (1970:326, 475-485), McFarland (1970:37, 41-46), Mitchelson (1970), Public Archives (1976:95), Royal Life Saving Society (1979), Wood (1965:157).

these organizations noting a few of their overall contributions. Most of these organizations began locally as clubs, branches or community centres. All exhibit common characteristics, structures and guiding principles, are close to the community and guard their autonomy and independence with vigor (Farina, 1965). Appendix 5 shows which of these organizations received funding through the Department of Finance to 1962.

4. Provincial Governments. The early development of departments of education in the provinces provided a channel through which the provincial governments became involved in recreation programs. Aside from encouraging the parks and recreation movement and fitness through the Strathcona Trust, the provinces showed a reluctance to become directly involved in programs related to sport.⁵⁷ Involvement, therefore, came late in this period, not because of an interest in sport but rather over a concern for the use of leisure time by the unemployed youths and young adults in the period following the depression. The program that receives the credit for initiating provincial involvement in sport in Canada is the Provincial Recreation Program started in British Columbia in 1934. Few other provinces became

⁵⁷ Baka (1978a) provides a good in-depth analysis of the sport involvement of the provinces in Western Canada.

directly involved in the provision of services similar to those developed in British Columbia until after 1943 (Eisenhardt, 1936; McFarland, 1970:48-49; Spicer, 1965).

The Pro-Rec Program⁵⁸ began for a number of reasons. Following the depression many of the municipal recreation programs were cut to the bone or discontinued altogether. The only programs to survive were those involving volunteer leaders. Recreational and sport opportunities for those people out of school became very limited. The depression also left many people out of work and idle, a situation which caused a general degenerating effect within the community and led to the weakening of an individual's physical condition.

As there was a demand for volunteer leaders, the British Columbia Government, through the Department of Education, created local centres to train recreation leaders in 1933. Due to this initiative Dr. G.M. Weir, Minister of Education, announced the establishment of the program and on November 9, 1934 recreational and physical education classes were begun. Although the primary aim of the program was to cater to the unemployed, others joined who were working but who lacked the funds to join the private recreational agencies. By 1936 a program of sports and games was structured for 19 different provincial recreation centres in

⁵⁸ See Schrodtt (1979).

6 different cities and districts with a total attendance of 40,463. In 1939 the attendance in 166 centres rose to 356,761 (Eisenhardt, 1936, Sawula, 1977:15). Sawula (1977:11) maintains that:

...the plan worked because the school boards gave full approval to the program. Full approval included the use of its facilities. Many other agencies such as the YMCA, YWCA and church clubs also joined in the movement and extended to the program the use of their facilities as well...as the [free] program progressed it was expanded to involve anyone over the age of 16, employed or unemployed.

Ian Eisenhardt, who became Director of the B.C. Recreational and Physical Education Branch, became a strong advocate of the philosophy that it was the

...government's responsibility to look after the welfare of its young people and to provide for them these activities which will form good habits, teach them fair play and build good citizens (Eisenhardt, 1936:4).

In 1937 the federal government encouraged the successful program by providing funds through the Unemployment and Agricultural Assistance Act to British Columbia and other provinces expressing an interest in sport and recreation programs. In 1938 and 1939 the Department of Education in Alberta, Manitoba, Saskatchewan and New Brunswick inaugurated programs similar to the one in British Columbia. Unfortunately by 1940 many of the leaders were lost to the War which caused the discontinuance of many of the programs.

The staff of the British Columbia Recreational and Physical Education Branch provided their assistance to the other provinces. The manuals these early instructors prepared indicated their European backgrounds (CPEA, 1940; McFarland, 1970:50-51; West, 1973a, 1:4-9). They contain,

Sections on history of physical education, elementary anatomy, physiology and health, fundamental gymnastics, keep fit exercises, stall bar exercises, ballet, tap dancing, folk dance, tumbling, aerobatics, track and field activities, life saving, and organized games and sports for adults (McFarland, 1970:50).

The fact that the Pro-Rec Program elicited a concrete response from the federal and provincial governments is significant in the history of government involvement in sport within Canada.

Business, Industry, Commerce and the Media

As stated previously, the business community of Montreal took an early leadership role in Canada's sport development. Many entrepreneurs sponsored teams, assisted in the negotiations for gymnasias and promoted the development of advanced facilities. Mechanics Clubs, for example, set up industrial leagues and were influential in limiting the working day to 9 or 10 hours to allow more time for sport and recreation. Businessmen encouraged and fostered the growth and development of professional sport.

In 1912, Frank and Lester Patrick introduced artificial ice rinks into Canada. This allowed for the growth of all ice sports. The Patrick brothers achieved professional ice-hockey fame and later became general managers and owners of NHL teams (Jones, 1970b:47). Promotion and publicity became extremely important in furthering commercialized sport.

Cosentino (1973:301) maintains:

...while many athletes were being attracted by professional sport because of the scarcity of jobs, much of the glamour which was being associated with it was due to promotion on the part of the entrepreneurs. Coupled with media availability, this was probably the major factor in providing for the acceptability of commercialized sport by the general public.

Prior to the 1900's small business firms with sporting interests appeared in the expanding cities (Lindsay, 1970a:17). Exclusive private-membership clubs were prominent because the aristocratic classes were attracted to sports like golf, yachting, cricket, horseracing and polo. Bowling alleys started to become popular especially after the invention of five pin bowling in 1906 by Canadian Tommy Ryan (Jones, 1970b:46). Sport equipment and dress also contributed to local commerce. Companies assisted in the technical improvement of sport implements (e.g. the baseball, football, golf club) and designed better fitting equipment and apparel that improved performance and encouraged women to compete in sport (Hall, 1970:74-75). By

1929 larger firms such as Spalding and other sporting goods manufacturers and distributors became specialist sport companies (Baka, 1978a:407). As early as 1932 Imperial Oil marketed gasoline through radio commercials of Maple Leaf Hockey Games and by sponsoring the Sarnia Imperials football team of the Ontario Rugby Football Union (Cosentino, 1973:305-343).

Industry and technology played a very important role in bringing sport to public prominence. Lindsay (1970a:19) states:

The growth that occurred in all sport in the sixties [1860's] was an indirect result of advances made in technology during the preceding years...the steam engine had the greatest impact on the sporting scene, and indeed, on society as a whole. The steamboat [1788], the railway locomotive [1830], the steam powered printing press [1814], all made it possible for sport to be brought before the attention of the people. Steamboats carried sporting teams and spectators on excursions...in offering...return trips to matches for single fare, a practice later copied by railway companies.⁵⁹

The invention and refinement of the bicycle (1839), vulcanized rubber (1841), pneumatic tire (1889), steam turbine (1884), automobile (1885), the airplane (1905) and jet engine (1939) improved transportation allowing for

⁵⁹ Dates for technological inventions in this section are taken from Glassford and Redmond (1979:140-141).

world-wide sport exposure, competition and development. The dynamo/transformer (1831), electric lamp (1881) and improvements in construction allowed for the movement of sport indoors during the harsh Canadian winters and provided for year round swimming and scheduling of sporting events, like hockey, without fear of cancellations due to inclement weather.

Beside the steam powered printing press other inventions that led to the media's role in the promotion and reporting of sport events were the camera (1826), electric telegraph (1837-1839), typewriter (1873), gramophone/telephone (1876), cinematograph (1895) and radio (1901)⁶⁰ By 1938 a wirephoto service was well established in North America adding more pictures and hype to the sports pages. Radio by 1943 increased the popularity of football and hockey in particular. Cosentino (1973:328) states that:

If there was any single factor responsible for the creation of a good image for hockey, it was the media, particularly the radio and specifically Foster Hewitt [in Canada].

⁶⁰ For other studies that relate to the impact of industry, technology and urban development on sport refer to Cosentino (1973:27,123-133,162,267-278,328-383,430-431), Cox (1969), Fisher (1963), Jobling (1970 and 1976), Jones (1970a), Lappage (1974:308-315) and various other works carried out at the University of Alberta (1970). For works related to sport and economics see Gruneau and Albinson (1976) and Kidd (1979). Aside from Cosentino's (1973) many references to the media in the development of professional sport see Smith's and Blackman's (1978) Sport in the Mass Media.

Professional sport took advantage of these new technologies. Sports writers were catered to at games and were incorporated into "the establishment". They began to establish their own vernacular all over the world.⁶¹ As a result of the newspapers and the radio, heroes were made or disgarded. And by 1939 professional teams began to provide media kits (photographs, news releases, schedules, etc.). This gave the appearance that the pros were well organized. Soon the word, "amateur...became synonymous with disorganized." (Cosentino, 1973:331, 383).

Miscellaneous Influences

As well there were many other organizations and individuals who contributed to the development of the Canadian sport delivery system. Church organizations of all faiths encouraged a wide variety of sports and competitive leagues. The YM/YWCA in cooperation with Protestant churches developed the Canadian Standard Efficiency Training program. The Knights of Columbus and Catholic Youth Organizations also developed club activities and sport leagues for boys of the Roman Catholic Faith (Farina, 1965:224-225; Jones 1970a:487; McFarland, 1970:37; Lappage, 1974:315).

⁶¹ As early as 1924 an International Sporting Press Association (AIPS) was formed comprised of persons covering international events (Bennett, et al, 1975:25). This Association, it appears did not involve Canadian reporters in any significant way.

Women's service clubs and organizations such as the Junior Leagues promoted female involvement in physical activity. By 1914 women became very involved in sport (Farina, 1965:224); Hall 1968 and 1970; Wood, 1965). As well other neighbourhood groups, clubs and community leagues prospered during this era and performed a very important role in the delivery of sport related services. The only public swimming pools in existence in Canada in 1895 were the Montreal Swimming Club Pool, the Wiman Baths on Toronto Island, 2 pools in both Toronto YM/YWCA's and those within the private schools which were not open to the public (Berridge, 1970:175-176; Farina, 1965:220-221; McFarland, 1970:41-46).

Watson (1973) shows that Canadian private schools had an early and fundamental role in Canada's history in general. Most private schools were staffed by Englishmen who were specialized physical training instructors. These schools developed as early as 1877 and unlike the public schools were steeped in British sport traditions. The emphasis in the physical education program was on military drill, calisthenics, apparatus gymnastics, use of dumbbells and indian clubs. The major sports were cricket, football (soccer), tennis, hockey and track and field (Cox, 1969:391-393; Morrow, 1975:300). Many of the instructors were among the early leaders in sport and physical education in Canada. A.L. Cochrane, for example, formed the forerunner

of the RLSS Branch, the Upper Canada Life Saving Corps (Berridge, 1970:175). Joseph McCulley, Headmaster of Pickering College in Newmarket, Ontario, was deeply concerned about youth and their physical education. As well, McCulley encouraged C.R. "Blackie" Blackstock to change his career from that of a bank teller to teacher at Pickering (Blackstock, 1977c). "Blackie" was one of the founding fathers of the CPEA and many regarded him as one of the foremost leaders in physical education and recreation in Canada.

DISCUSSION

During the 1867 to 1943 period federal government involvement in sport was minimal. Parliament did not consider sport serious enough to necessitate its attention. In the one instance where M.P. John Plaxton proposed a Ministry of Sport, members present certainly showed disinterest, and Plaxton himself withdrew the motion after concluding there was not a need (Sawula, 1977:32).

The government became involved financially in a minor way. Between 1908 and 1943 a total of only \$159,000 was allocated to sport. The total amount was provided as a contribution to cover some of the expenses related to Canadian team representation at international events (Appendix 4). The principle that amateur sport should

raise the majority of funds they required was one that was established early by persons involved in sport. Beginning with the first grant in 1908 Government officials agreed and closely adhered to this "self-help principle". The fact that these funds were allocated only for international endeavours, especially the Olympics, reflects that Canadian participation at these sport events may have been viewed by some officials within government as being important in serving the national purpose.

By the end of this period the AAU of C, with its strong Olympic Committee, had established itself as the spokesman for sport in Canada. Leaders of the AAU of C such as Arthur S. Lamb and John Howard Crocker were not only highly influential in sport, but were leaders within education and many other sport-related associations and agencies like the YMCA, CPEA and the Royal Life Saving Society. Although very weak, all the necessary components to make a sport delivery system operative in Canada were present prior to the passing of the 1943 National Physical Fitness Act. These components had been totally developed through private sector initiative.

Figures 2-1 to 2-6 illustrate and summarize the development of components existing in the Canadian sport delivery system. Figures 2-1 and 2-2 show that local government and private club initiatives stimulated growth to the national level. Simultaneous to the movement toward

FIGURE 2-1

DIAGRAM OF THE SECTORS AND COMPONENTS COMPRISING THE SPORT DELIVERY SYSTEM: RELATED TO CANADA-CIRCA 1867

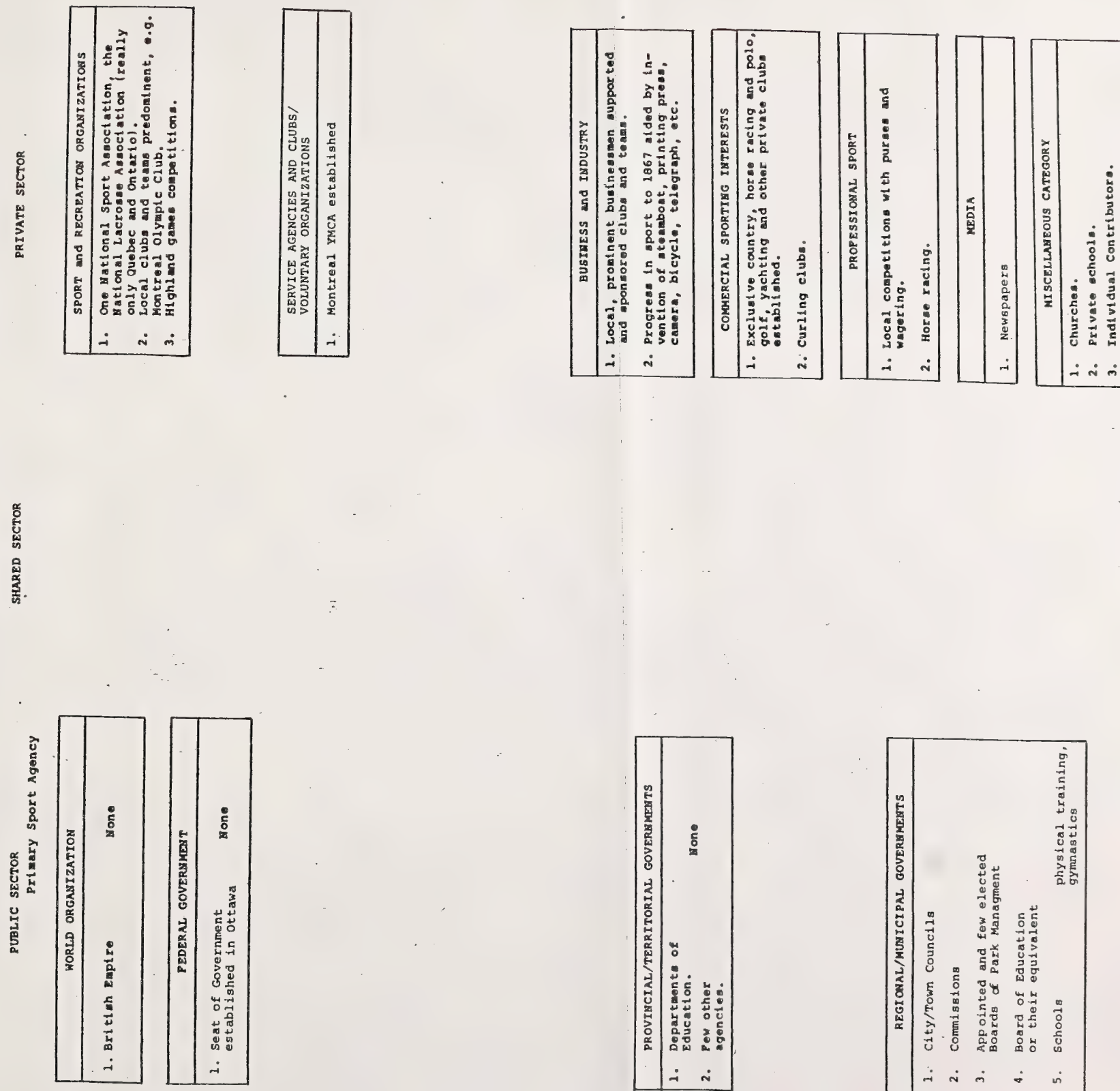


FIGURE 2-2

DIAGRAM OF THE SECTORS AND COMPONENTS COMPRISING THE SPORT DELIVERY SYSTEM: RELATED TO CANADA-CIRCA 1900

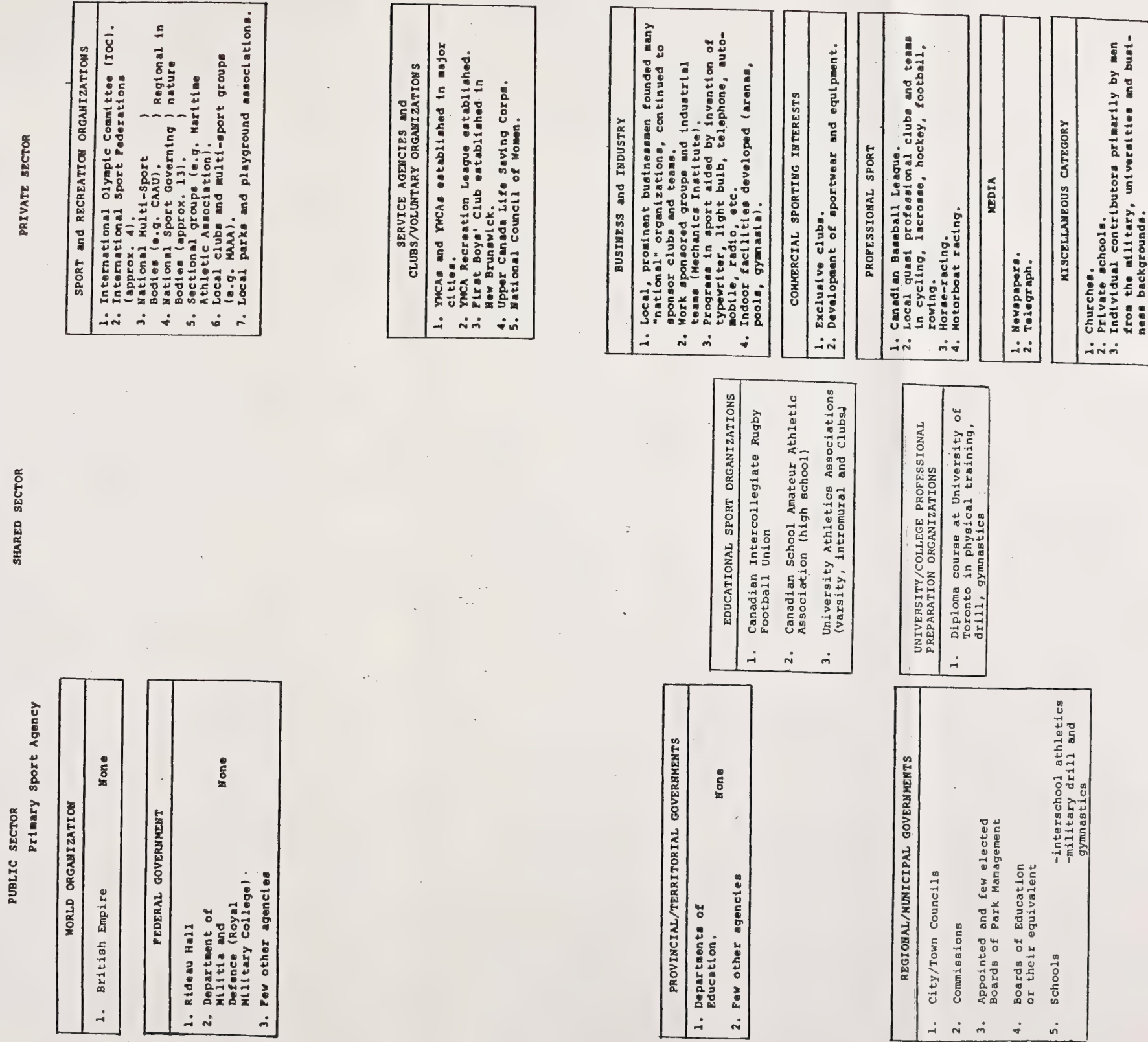


FIGURE 2-3

DIAGRAM OF THE SECTORS AND COMPONENTS COMPRISING THE SPORT DELIVERY SYSTEM: RELATED TO CANADA-CIRCA 1909

PUBLIC SECTOR	
Primary Sport Agency	
WORLD ORGANIZATION	
1. British Empire	None
1. Rideau Hall. 2. Prime Minister's Office. 3. Department of Militia and Defence. 4. Department of Agriculture. 5. Department of Finance.	None

SHARED SECTOR

PRIVATE SECTOR

SPORT and RECREATION ORGANIZATIONS
1. IOC and International Sport Federations (approx. 9). 2. AAU of C (multi-sport body). 3. National Sport Governing Bodies (approx. 17). 4. Recreational Organizations - e.g. Alpine Club. 5. Local Parks and Playground Associations.

SERVICE AGENCIES and CLUBS/VOLUNTARY ORGANIZATIONS
1. YMCA and YMCA. 2. Boys' Clubs. 3. Royal Life Saving Society 4. National Council of Women. 5. Girls in Training.

BUSINESS and INDUSTRY
1. Mechanics Institute, sponsorship of teams. 2. Continued improvements in transportation, typesetting and indoor facilities (on-going process).

PROVINCIAL/TERRITORIAL GOVERNMENTS
1. Departments of Education 2. Few other agencies.

EDUCATIONAL SPORT ORGANIZATIONS
1. Canadian Intercollegiate Athletic Union (Central). 2. Canadian Intercollegiate Rugby Football Union. 3. Canadian Intercollegiate Hockey Union. 4. Individual university/college athletic associations (varsity, intramural, clubs, etc.). 5. Local public school athletic associations -e.g. Toronto Public Schools Amateur Athletic Association.

COMMERCIAL SPORTING INTERESTS
1. Exclusive clubs. 2. Continued development and distribution of sportwear. 3. Bowling alleys developing.

PROFESSIONAL SPORT
1. National Hockey Association. 2. Professional Baseball Leagues. 3. Ontario Professional Hockey League. 4. Local quasi-professional/amateur teams. 5. Horse-racing.

REGIONAL/MUNICIPAL GOVERNMENTS
1. City/Town Councils 2. Commissions 3. Boards of Park Management -supervised playgrounds -vacation summer schools 4. Boards of Education or their equivalent 5. Schools physical training, gymnastics, cadet training, drill, gymnastics, calisthenics

UNIVERSITY/COLLEGE PROFESSIONAL PREPARATION PROGRAMS
1. Diploma courses established -e.g. McGill (2 year compulsory physical training course) - Toronto 2. Summer courses for elementary and secondary school teachers in physical training, drill, gymnastics.
TEMPORARY STRUCTURES
1. Central Olympic Committee (Gov. General Gray's Committee to select 1908 Olympic Team)

MEDIA
1. Newspapers. 2. Telegraph.

MISCELLANEOUS CATEGORY
1. Churches. 2. Private schools. 3. Private (not-for-profit) clubs. 4. Individual contributors.

FIGURE 2-4

DIAGRAM OF THE SECTORS AND COMPONENTS COMPRISING THE SPORT DELIVERY SYSTEM: RELATED TO CANADA-CIRCA 1920

PUBLIC SECTOR
Primary Sport Agency

WORLD ORGANIZATION	
1. League of Nations (Health Committee).	None
2. British Empire.	

FEDERAL GOVERNMENT	
1. Rideau Hall.	
2. Prime Minister's Office.	None
3. Department of National Defence	
4. Department of Finance.	

SHARED SECTOR

SPORT and RECREATION ORGANIZATIONS	
1. IOC and International Sport Federations (approx. 18).	
2. AAU of C and COC (of AAU) established in 1911.	
3. National Sport Governing Bodies (approx. 21) and Branches.	
4. National Recreation organizations (2-3).	
5. Regional/local sport and recreation organizations.	
6. Local leagues, supervised recreation facilities.	

PRIVATE SECTOR

SERVICE AGENCIES and CLUBS/VOLUNTARY ORGANIZATIONS	
1. YMCA AND YMCA	
2. Boys' Clubs	
3. Canadian General Council of Boy Scouts	
4. Dominion Council of Girl Guides	
5. Royal Life Saving Society	
6. Service Clubs (e.g. Gyru, Kiwanis, Lion, etc.)	
7. Community Leagues	
8. National Council of Women	

PROVINCIAL/TERRITORIAL GOVERNMENTS	
1. Departments of Education.	None
2. Few other agencies.	

EDUCATIONAL SPORT ORGANIZATIONS	
1. Canadian Intercollegiate Athletic Union (Central).	
2. Maritimes Athletic Union.	
3. Western Canada Intercollegiate Athletic Union.	
4. University/college athletic associations (varsity, intramurals, clubs, etc.).	
5. Local public school athletic associations.	

REGIONAL/MUNICIPAL GOVERNMENTS	
1. City/Town Councils	
2. Commissions	
3. Boards of Park Management - supervised playgrounds	
4. Boards of Education or their equivalent	- physical training, gymnastics, games
- Schools	

BUSINESS and INDUSTRY	
1. Sponsorship of teams, industrial leagues.	
2. Provision of sport facilities.	
3. Increasing industrialization, urban expansion and technology.	

COMMERCIAL SPORTING INTERESTS	
1. American "big business" approaches utilized to sell sport, ungentlemanly conduct not discouraged.	
2. Professional team owners and organizations.	
3. Rise in spectatorism.	
4. Improvements in sport wear.	
5. Technical improvements in sport implements (e.g. baseball).	
6. Sport clubs and facilities.	

PROFESSIONAL SPORT	
1. Hockey (NHL, 10 team league).	
2. Golf.	
3. Baseball.	
4. Lacrosse.	

UNIVERSITY/COLLEGE PROFESSIONAL PREPARATION PROGRAMS	
1. Diploma Courses and teacher training.	

MEDIA	
1. Newspapers.	
2. Telegraph.	

MISCELLANEOUS CATEGORY	
1. Churches.	
2. Private Schools.	
3. Private (not-for-profit) clubs.	
4. Individual contributors.	

FIGURE 2-5

DIAGRAM OF THE SECTORS AND COMPONENTS COMPRISING THE SPORT DELIVERY SYSTEM: RELATED TO CANADA-CIRCA 1930

SHARED SECTOR *

PRIVATE SECTOR

PUBLIC SECTOR
Primary Sport Agency

WORLD ORGANIZATION	
1. League of Nations (Health Committee).	None
2. Commonwealth of Nations.	

FEDERAL GOVERNMENT	
1. Rideau Hall.	
2. Prime Minister's Office.	None
3. Department of National Defence.	
4. Department of Finance.	

SPORT and RECREATION ORGANIZATIONS	
1. Multi-sport organizations	
2. Sport Governing Bodies	
3. Recreation organizations.	
4. Fewer clubs, local leagues continue.	

EDUCATIONAL ORGANIZATIONS	
1. International Physical Education Federation.	
2. Quebec Physical Education Association.	
3. Toronto District Physical Education Association.	

SPORTS MEDICINE and SCIENCE ORGANIZATIONS	
1. International Federation of Sports Medicine (FIMS).	

SERVICE AGENCIES and CLUBS/VOLUNTARY ORGANIZATIONS	
1. YMCA and YMCA.	
2. Boys' Club Federation.	
3. Boy Scouts.	
4. Girl Guides.	
5. Royal Life Saving Society.	
6. Community Leagues.	
7. Canadian Council on Child and Family Welfare	

BUSINESS and INDUSTRY	
1. Sponsorship of teams, Industrial Leagues (Canadian National Recreation League).	
2. Provision of Sport facilities.	
3. Continuing improvements in car, motor-boat, and other technology.	

COMMERCIAL SPORTING INTERESTS	
1. Sport promotion.	
2. Professional team owners and organizations.	
3. Developing of large arenas (e.g. Maple Leaf Gardens).	
4. Sporting Goods Manufacturer and Distributors (e.g. Spalding).	
5. Sports clubs and facilities.	

PROFESSIONAL SPORT	
1. Hockey (NHL).	4. Boxing.
2. Golf.	5. Wrestling.
3. Baseball.	

MEDIA	
1. Newspapers (International Sporting Press Association).	
2. Telegraph.	
3. Radio.	
4. Books.	
5. Magazines.	

MISCELLANEOUS CATEGORY	
1. Churches.	
2. Private schools.	
3. Private (not-for-profit) clubs.	
4. Individual contributors.	

EDUCATIONAL SPORT ORGANIZATIONS	
1. World Student Games (University/college).	
2. Canadian Intercollegiate Athletic Union (Central).	
3. Maritime Athletic Union.	
4. Western Canada Intercollegiate Athletic Union.	
5. University/college athletic associations (varsity, intramurals, clubs).	
6. Canadian Secondary Schools (athletic) Association.	
7. Provincial Secondary Schools Athletic Associations in Nova Scotia, New Brunswick.	

UNIVERSITY AND COLLEGE PROFESSIONAL PREPARATION PROGRAMS	
1. Diploma courses and teacher training	

TEMPORARY STRUCTURES or SPECIAL PROJECTS	
1. Hamilton British Empire Games Organizing Committee	

PROVINCIAL/TERRITORIAL GOVERNMENTS	
1. Departments of Education.	None
2. Few other agencies.	

REGIONAL/MUNICIPAL GOVERNMENTS	
1. City/Town Councils	
2. Commissions	
3. Boards of Park Management	
4. Boards of Education or their equivalent	
5. Schools	physical training gymnastics

Components within the shared and private sectors can be divided into international, national, provincial or state, regional and municipal or local organizational levels.

* Councils, organizations, agencies and institutions falling within the shared sector vary in their degree of shared sector status with some naturally leaning more toward the public sector and others more toward the private.

FIGURE 2-6

DIAGRAM OF THE SECTORS AND COMPONENTS COMPRISING THE SPORT DELIVERY SYSTEM: RELATED TO CANADA-CIRCA 1943

PUBLIC SECTOR
Primary Sport Agency

WORLD ORGANIZATION
1. League of Nations (Health Committee)
2. Commonwealth of Nations.
None

FEDERAL GOVERNMENT
1. Rideau Hall.
2. Prime Minister's Office.
3. Department of National Defence.
4. Department of Pensions and National Health.
5. Department of Finance.
6. Department of Labour (Unemployment Insurance Commission).
7. Department of National War Services.
None

SHARED SECTOR *

SPORT and RECREATION ORGANIZATIONS
1. Multi-Sport Organizations
2. Sport Governing Bodies
3. Recreation Organizations.
4. Sport clubs, local leagues.

EDUCATIONAL ORGANIZATIONS
1. International Physical Education Federation.
2. Canadian Physical Education Association.

SPORT MEDICINE and SCIENCE ORGANIZATIONS
1. FIMS
2. Medical Advisory Committee of the COA

SERVICE AGENCIES and CLUBS/VOLUNTARY ORGANIZATIONS
1. YMCA and YMCA.
2. Boys' Club Federation.
3. Boy Scouts.
4. Girl Guides.
5. Royal Life Saving Society.
6. Community Leagues.
7. Canadian Council on Child and Family Welfare

BUSINESS and INDUSTRY
1. Sponsorship of teams, events.
2. Industrial Sport Leagues.
3. Provision of Sport Facilities.
4. Jet engine invented.

PROVINCIAL/TERRITORIAL GOVERNMENTS
1. Departments of Education.
2. Departments of Recreation (Recreational and Physical Education Branch).
3. Few other agencies.
2. Alberta Department of Education (Health and Recreation Branch).

EDUCATIONAL SPORT ORGANIZATIONS
1. World Student Games (University/College).
2. Central, Maritime, Western Inter-collegiate Athletic Unions.
3. Individual university/college athletic programs comprising varsity teams, intramurals, clubs, etc.
4. Canadian Secondary Schools Association.
5. Provincial Secondary Schools Athletic Associations in Nova Scotia, New Brunswick, Ontario

COMMERCIAL SPORTING INTERESTS
1. Professional team owners and organizations.
2. Promotion and marketing of sport.
3. Sporting goods manufacturers and distributors.
4. Sport clubs and facilities.

PROFESSIONAL SPORT
1. Hockey (NHL).
2. Football (Western and Ontario Rugby Football Unions).
3. Golf.
4. Baseball.
5. etc.

REGIONAL/MUNICIPAL GOVERNMENTS
1. City/Town Councils
2. Commissions
3. Boards of Park Management
4. Boards of Education or their equivalent
5. - Schools
- physical training gymnastics

UNIVERSITY/COLLEGE PROFESSIONAL PREPARATION PROGRAMS
1. School of Physical and Health Education and Bachelor of Physical and Health Education established at Univ. of Toronto.
2. Diploma courses and teacher training.

MEDIA
1. Newspapers (International Sporting Press)
2. Radio.
3. Books.
4. Magazines.

MISCELLANEOUS CATEGORY
1. Churches.
2. Private schools.
3. Private (not-for-profit) clubs.
4. Individual contributors.

Components within the shared and private sectors can be divided into international, national, provincial or state, regional and municipal or local organizational levels.

* Councils, organizations, agencies and institutions falling within the shared sector vary in their degree of shared sector status with some naturally leaning more toward the public sector and others more toward the private.

national development in Canada, international sport was organizing and the period of modern sport can be considered as beginning with the re-birth of the Olympic Games in 1896. Until about 1920, many so-called "national" sporting bodies were regional in nature representing, in the main, Central Canada. Few national bodies, with branches and/or provincial counterparts, did exist by 1920. However, by 1930 Figures 2-5 and 2-6 show that multi-sport, sport governing bodies and recreational organizations were established at the international, national, provincial and local levels.

Service agencies, clubs, other voluntary organizations, church leagues and clubs and private schools developed early and many individuals within these organizations provided leadership to sport throughout this period.

Professional sport developed in this period assisted mainly by entrepreneurs interested in sport and by advances in technology. Business and industry also had a considerable impact on sport.

Recreation was of primary concern to local governments and private agencies until a few provinces, beginning with British Columbia's Pro-Rec Program in 1934, showed a concern for leisure-time programs incorporating sports and games.

The focus of attention by local, provincial and the federal governments throughout this period was related to

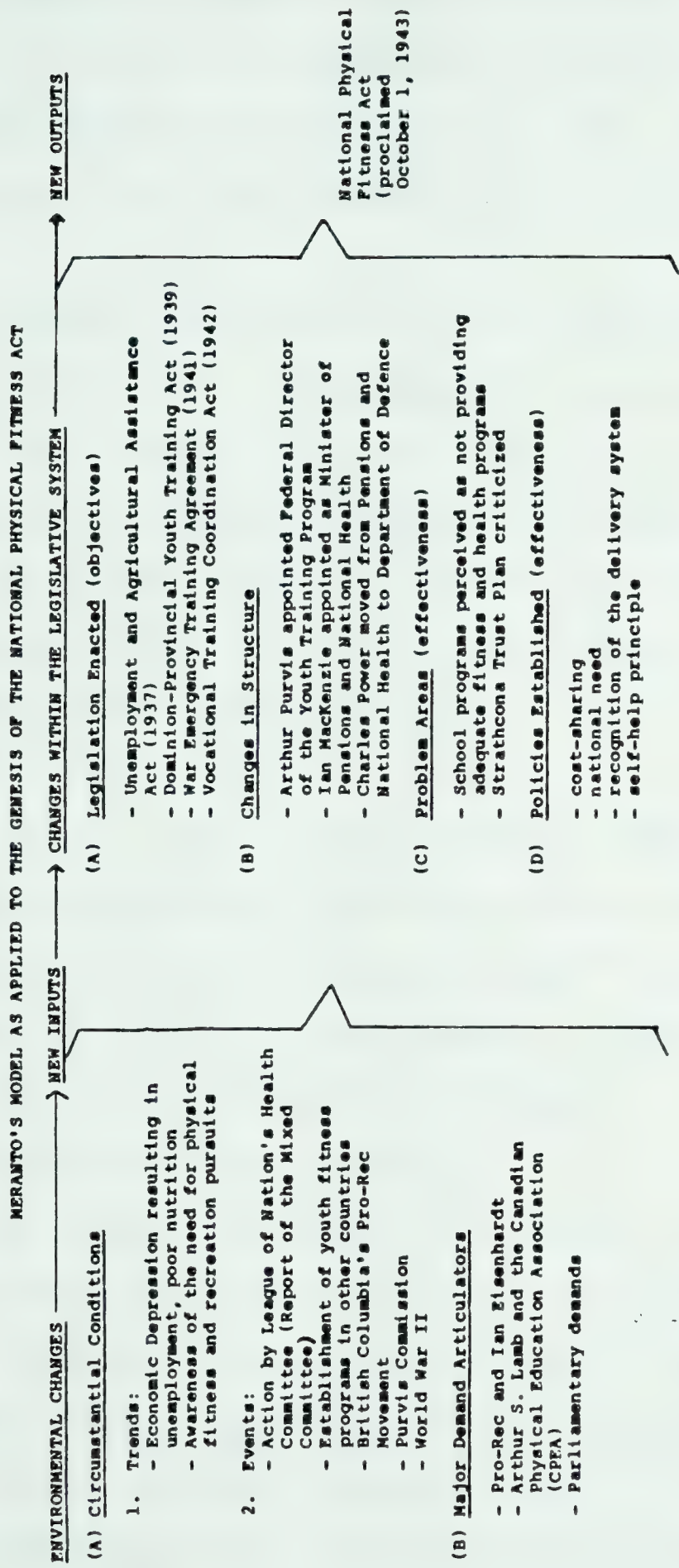
physical training composed of military drill, calisthenics and gymnastics. This focus was expressed through the implementation of the Strathcona Trust Plan. This federal-provincial cost-sharing plan was not an Act of Parliament and did not involve federal government funds. The departments of education and the schools were the delivery vehicle. Universities became the primary agencies responsible for preparing qualified physical training instructors. University courses slowly developed into physical education programs that eventually concerned themselves with both the art and science of sports, games, fitness activities and health.

Slowly throughout this period the federal government moved toward direct involvement in fitness. In 1936-37 the Government enacted the Unemployment and Agricultural Assistance Act that ultimately led to the development and passage of the National Physical Fitness Act (NPFA) in 1943. Figure 2-7 summarizes the various factors considered to be of primary importance in the genesis of the Act. The following is a brief review of these factors.

Environmental Changes

(A) Circumstantial conditions. From the review of literature two general trends and five related major events were identified as fundamental inputs leading toward the NPFA.

FIGURE 2-7



1. Trends. Following World War I there was an economic boom in Canada followed by the fall of the stock market in 1929 and the Depression in the early 1930's. The Depression resulted in unemployment, poor nutrition and a heightening in the poor physical state of the citizens of Canada.

Fitness had become of great concern in the period prior to World War I. Although the concern, by public officials in Canada, waned after the First Great War it remained of primary importance to the League of Nations and local authorities. By the mid-1930's awareness of the need for physical fitness and recreation pursuits for unemployed youth and adults became evident.

2. Events. Action by the League of Nations' Health Committee in the 1920's and early 1930's emphasized the need for the establishment of youth fitness programs. The catalytic effect of the League's actions prompted many countries to develop programs to enhance the mental and physical health of its citizenry.

In Canada, the federal government did not take any action related to the League of Nations' request to set up a national physical fitness committee and to send a representative to their International Commission. The initial thrust for such a program began in British Columbia with the implementation of the Provincial Recreation Movement, Pro-Rec. Ian Eisenhardt, The Director of the B.C.

Program, became one of the leading advocates of a national fitness plan. In 1936 Eisenhardt was called before Arthur Purvis' National Commission on Unemployment to outline his program and ideas

In 1939, events leading up to the Second World War again emphasized the poor condition of Canadians when approximately 50 per cent of all men recruited for duty were rejected.

(B) Major demand articulators. The review of changes within and outside of (environmental) the Legislative System shows that the Pro-Rec Program had the most impact on the federal government's initial decision to implement the Unemployment and Agricultural Assistance Act in 1937. However, without the dynamic leadership given to the Program by Eisenhardt the B.C. initiative may never have had the impact that it did. On the other hand Pro-Rec provided the vehicle Major Eisenhardt required to become nationally and internationally known on matters related to fitness and recreation. Schrodt (1979) shows that Eisenhardt continued to expand Pro-Rec into a national program from the time he was appointed Director of Recreational and Physical Education Services of British Columbia in 1934. Through his political contacts and because of his persistence, he almost single-handedly engineered the development of the National Physical Fitness Act.

The other most vocal individual demanding that the federal government develop a national plan was Arthur S. Lamb. Due to his position at McGill University and his leadership within the field of physical education, sport and recreation, he became a well respected spokesman against the dull, routine approach of the Strathcona Trust Plan. Next to Eisenhardt, Lamb was the greatest advocate of a national physical fitness plan for Canada. In 1933, he was one of the founding fathers of the CPEA. As the Association's first President, he lobbied effectively for federal government involvement.

Although Sawula (1977:23-28) maintains that neither Lamb nor the CPEA had the political influence Eisenhardt had, he did conclude that they were effective. Noteworthy is the fact that not one other private citizen or organization took any meaningful, persistent initiative to encourage the Government to become involved in any program related to sport, fitness or recreation. Indeed, the rest of the sport community were mute on the subject. In 1942, at the CPEA Montreal Convention a resolution was passed offering the Government the Association's assistance in formulating a national physical fitness program. In the year prior to the passage of the NPFA, J.G. Lang, who was the President of the CPEA, and members of his executive were summoned to Ottawa for consultations on several occasions (Spicer, 1974:48). At the first meeting of the National Council on Physical Fitness, May 23-24, 1944, Dr. J.J. Heagerty who drafted the Act says:

The idea of national physical fitness is fostered by all who are interested in the field of physical education and chiefly by men in the physical-fitness field who are associated with schools and universities and who urged the Dominion Government to establish a physical-fitness plan and provide funds to enable the provinces to establish a program along lines similar to those which have been in effect in Europe for a number of years (DPNH, 1944, 1:6).

During the sessions of 1941 and 1942 Parliament became a major demand articulator. Members of the House of Commons were shocked to learn that so many Canadian youths were being rejected from active service during World War II due to poor physical condition. Many M.P.'s blamed the Depression, the school system and the "high" standards imposed by the Defence Department.

On January 28, 1943 in the Speech from the Throne a comprehensive national social insurance plan was outlined and later a Parliamentary Committee on National Social Insurance was struck. One of the more prominent individuals behind the plan was Dr. J.J. Heagerty, Director of Medical Services in the Department of Pensions and Health. The matter of fitness became one of the concerns of the Committee in relation to national health insurance. Since the Vocational Training Act did not incorporate a fitness and recreation program component as the Unemployment and Agricultural Assistance Act and the Youth Training Act had, the issue of national fitness was viewed separately from that of unemployment and it became the sole responsibility

of the Department of Pensions and National Health.

Therefore, the Parliamentary Committee referred the matter to the Department of Pensions and Health. Due to Mackenzie's interest and Heagerty's involvement they both became personally and directly involved in the creation of the new Act. On March 16, 1943 Mackenzie presented the draft Bill, formulated by Heagerty, entitled "A National Fitness Bill" to the Committee. The Bill went from the Committee to the House of Commons and on July 24, was passed (Canada, 1943).

Changes Within the Legislative System

(A) Legislation enacted. The major Acts, carried out through the Departments of Labour and Defence were necessary antecedents to the passage of the NPFA and indicate the Government's objectives prior to 1943. The Unemployment and Agricultural Assistance Act was primarily designed to create job opportunities for youth. A section of this Act provided for a modest Dominion-Provincial Youth Training Program based on the B.C. Pro-Rec Movement.

In 1939 the Youth Training Act allowed for the expansion of the Dominion-Provincial Youth Training Act. The Youth Training Program incorporated into the 1939 Act contained more ideas from the Pro-Rec Program as well as from Eisenhardt's national plan. Allocations to the provinces

allowed for the first direct funding in support of community sport, games and other recreational programs. This Act emphasized the creative use of free-time by the unemployed as well as concentrating on job training.

In 1941 the War Emergency Act was passed due to concerns raised in the House of Commons about the poor conditions and high rejection rate of the young recruits for the Second World War. In March of 1942 the Youth Training scheme was disbanded. The Vocational Training Coordination Act followed and because it did not involve any fitness related programs, it created the occasion by which Parliament could pass legislation specifically related to improving physical fitness and general health in Canada.

(B) Changes in structure. The key changes involved the elevation of individuals into positions of influence, all of whom were friends of or came to know and like Eisenhardt.

In 1937, Arthur Purvis was appointed as the Federal Director of the Youth Training Program under the Unemployment and Agricultural Assistance Act. Eisenhardt seized this opportunity to expand the Pro-Rec Program nationally. When the Youth Training Act was passed in 1939, Eisenhardt and Purvis arranged to get recreation included into the program and thus funding was made available to the provinces (Sawula, 1977:17).

In the same year Charles Power was moved from Pensions and Health to the Department of National Defence.

Up to this time Power was negative to the federal government becoming involved in a national fitness scheme. As Minister of Pensions and Health he was one of the main opponents to Plaxton's ideas on sport and fitness.⁶² Power's move made way for Ian Mackenzie, Eisenhardt's good friend.

Mackenzie succeeded Power as Minister of Pensions and Health and made good his promise to assist Eisenhardt in promoting a national fitness plan. Mackenzie was one of the actors responsible for the expansion of the fitness and recreation program under the 1939 Youth Training Act, administered by the Department of Labour. By 1943, after the 1939 Act was dissolved, the Government was considering a program to encourage health and fitness following the War. Subsequently the NPFA was formulated as a major part of the aforementioned National Insurance Program and became Mackenzie's and his Department's responsibility.

Ironically, in the two years prior to the passage of the NPFA, Charles Power had to confront the issue of the poor health and condition of armed forces recruits. As Minister of Defence he argued for a renewed Government emphasis on physical training and supported the passage of the Fitness Act.

⁶² In fairness to Power, Plaxton's ideas and others such as T.L. Church were a take over of amateur and professional sport. This reflects that some Members of Parliament viewed sport organizations as being too strong. This debate is well outlined in Sawula (1973:46-47). However, Power did put down Plaxton's ideas related to fitness as well and was not favourable to any action in this regard.

(C) Problem areas. Aside from the general health problems caused by the Depression and the onset of War, one has to concur with Castleton's criticisms of the physical fitness programs in the educational system. The whole educational system from 1909 to 1943, because of the Strathcona Trust, emphasized military drill and calisthenics. The fact that almost half of the youths recruited were unfit makes one wonder about the effectiveness of military drill as a fitness training method. As well during this period Arthur Lamb and the CPEA were critical of the Strathcona Plan because of its militaristic emphasis and sterile nature. Other than poor nutrition during the Depression it is difficult to surmise why Canadian youths were so unfit. And an in-depth analysis of school and community programs during the 1930's may uncover some of the answers. However, what was clear is that something had to be done by the federal government to address the problem of poor national physical fitness.

(D) Policies established. Up to 1943 principles on which funds to fitness and sport were allocated became formulated. In relation to legislation, policies such as cost-sharing with the provinces was a fundamental government procedure. This policy was employed for the Strathcona Plan, indirectly under the Unemployment and Agricultural Assistance Act, and directly under the 1939 Youth Training Act in terms of fitness and recreation. If the federal

government had employed another procedure future approaches to funding fitness and later sport may have been different under the NPFA. For example, if the Government had created an athletic commission as proposed by John Plaxton and Church (Commons Debates, 1937:114-115) total Government control of sport might be a reality today. Sawula (1973) outlines why the attitude within Canada at the time was not conducive to such an approach. However, it is not unreasonable to think it could have happened given that direct intervention and control did occur in Canada when Governor General Grey perceived a national need and established the Central Olympic Committee to ensure Canada's representation was maximized at the 1908 Olympic Games.

By becoming involved in fitness programs in 1936-37, the federal government expressed national needs such as improved health and leisure activities for the unemployed youth. It should be recognized as well that national need and prestige was given as the rationale for allocating funds to Canada's Olympic and British Empire Games teams. This principle is fundamental to central government involvement in any program.

Recognition of the delivery system for sport and fitness was established early when direct grants to private sport organizations were begun in 1908 (see Appendix 4), and cost-sharing funding was established with the provinces through the Strathcona Trust in 1909. In all direct grants

to sport and with the cost-sharing programs of Acts legislated prior to 1943 the "self-help" principle was fundamental and often repeated to make sure that recipient agencies within the delivery system realized that the government was only assisting their initiatives. This is the primary reason why many involved in sport today believe the government should take a reactive position rather than a leadership one in relation to sport development in Canada.

SUMMARY AND CONCLUSIONS

During this period the development of sport occurred through the initiatives of private sector individuals, clubs and organizations. Sport evolved from a locally based club pastime in the pre-confederation period to a structured entity involving Canadians in multi-sport international events by 1900. From 1900 to 1943 the basic components within the private sector of the Canadian sport delivery system were established apart from any government involvement.

Direct involvement in sport by the federal government between 1867 and 1943 was limited to contributions toward the costs of sending Canadian athletes to international competitions. The attitude by the large majority of politicians, bureaucrats and sports people was that the government should keep their "hands off" sport.

The government viewed their role as being consistent with the fundamental philosophy of the British North America Act, that of catering to the national good. This philosophy provides the rationale for early government initiatives related to physical training and military drill through the Strathcona Trust Plan.

The exigencies of unemployment, the poor physical fitness and health state of World War II military recruits and related international developments heightened the government's concern for the health and welfare of Canadians in the late 1930's. Through a series of Acts implemented by the Department of Labour the federal government embarked upon a system of cost-sharing grants to the provinces for the development of vocational training and fitness programs for unemployed youth. The program related to fitness that most provinces utilized was modeled after British Columbia's Pro-Rec Movement initiated prior to federal government action. These approaches led to broad based programs espousing mental, physical and spiritual fitness as an outcome of sport, games, drama, dance and other active and passive forms of recreational activity. Through these Dominion Youth Training cost-sharing schemes, the federal government indirectly supported and directly assisted with the development of provincial recreation structures and programs.

These developments coupled with the concerns for a national fitness plan by men like Eisenhardt and Lamb who were listened to by the Honourable Ian Mackenzie and Dr. J.J. Heagerty, the Director of Public Health Services, of the Department of Pensions and National Health provided the principles and rationale for the creation of the National Physical Fitness Act on October 1, 1943.

CHAPTER III

FROM ONE ACT TO ANOTHER: 1943-1961

The purpose of this chapter is to summarize events related to federal government involvement in sport from 1943, when the NPFA was passed, to the promulgation of the Fitness and Amateur Sport Act (FASA) in 1961. For an in-depth analysis of this period one should refer to Sawula's (1977) review of the development and implementation of the NPFA from 1943 to 1954, and Paraschak's (1978) comprehensive study of selected factors during the 1954 to 1961 period associated with the enactment of the FASA.

THE IMPACT OF THE NATIONAL PHYSICAL FITNESS ACT ON THE FITNESS AND AMATEUR SPORT ACT OF 1961

On July 24, 1943 "An Act to Establish a National Council for the Purpose of Promoting Physical Fitness" was assented to by the Senate and House of Commons of Canada. On October 1, 1943 the Act was proclaimed and a National Council on Physical Fitness (NCPF) was appointed (DPNH, 1944b, 1:1,7). Although the Unemployment and Agriculture Assistance Act and the Youth Training Act were the first Acts to contain sections related to fitness and recreation programs involving sport, the NPFA was the initial legislation created specifically to promote the fitness of Canadians through sport and other recreational pursuits.

Objectives

The purpose of the NPFA was to promote the physical fitness of Canadians. This was to be accomplished by the NCPF. According to section 4.1 of the Act the Council was to:

- (a) assist in the extension of physical education in all educational and other establishments;
- (b) encourage, develop and correlate all activities relating to physical development of the people through sports, athletics and other similar pursuits;
- (c) train teachers, lecturers and instructors in the principles of physical education and physical fitness;
- (d) organize activities designed to promote physical fitness and to provide facilities therefore; and
- (e) cooperate with organizations such as indicated in section seven engaged in the development of physical fitness in the amelioration of physical defects through physical exercise. (Canada, 1943)¹

Under section 4.2 the Council was given authority to carry out any other duties required by the Act or make regulations under the Act subject to the approval of the Governor in Council. At each meeting of the NCPF objectives were reviewed.

The Honourable Ian Mackenzie and Dr. J.J. Heagerty, who drafted the Act, intended the program to be aimed at the masses (Sawula, 1977:64). Section 7 of the Act ensures this insofar as the provinces were made the sole delivery agents

¹ The National Physical Fitness Act (NPFA) is the short title of the Act. The complete Act is reproduced in Appendix 3-2. It is interesting to note that the federal government was able to create an Act involving the training of teachers as education has always been so jealously guarded by the provinces since Confederation.

through cost-sharing agreements. Every Annual Report from 1944 to 1954 emphasized that programs under the Act were sponsored by both the federal and provincial governments but that they "...should be a community enterprise, locally directed" (DNHW, 1945ar:65).

The emphasis of the Act was on fitness and health. The fundamental purpose of both the NCPF and the Physical Fitness Division was to promote health and fitness through physical education, sports, games and recreation. Fitness was defined by the NCPF very broadly as:

the best state of health, to which has been added such qualities as strength, agility and endurance, as are necessary for a life of maximum service to men's family and country. Further, that although the purpose of the Act is to develop the physical fitness of the people of Canada, this Council stresses the four-fold nature of fitness, which is spiritual, moral, mental and physical, and that total fitness must originate in the home, the church, the school and the community.... (DNHW, 1945ar:65).

At its first meeting in Ottawa on May 23-24, 1944 the Council passed a number of wide-ranging resolutions showing that their approach would be broad in scope and provincially based. These are:

(I) That the Committee on legislation study the National Physical Fitness Act with the object of recommending amendments to those sections of the Act which may, in the opinion of the Committee, require clarification.

(II) The Council envisages the National Physical Fitness Act to apply to all Canadian citizens, boys and girls, men and women, old and young, crippled children and disabled veterans.

(III) The Council states its willingness to cooperate with and assist all agencies interested in Physical Education, recreation, cultural activities, (art, music and drama) and sports.

(IV) That every means of publicizing the policy and objectives of the National Physical Fitness Council be studied and authorized, for example, through Canadian Press, radio, National Health Bulletin, daily and weekly papers, and the Bulletin of the C.P.E.A., and that a Bulletin of the National Council on Physical Fitness be issued.

(V) That standing committees be set up in a wide selected list of topics.

(VI) That the Council endorse the interpretation of physical education as presented in the Report of the Physical Education Committee of the British Medical Association which says: "The aim of physical education is to obtain and maintain the best possible development and functioning of the body, and thereby to aid the development of mental capacity and of character. The mind and body are so essentially ONE that the divorce between them in what is commonly called education appears as unscientific as it is pronounced. However brilliant the intellect, a neglected body hinders the attainment of the highest capacity possible to an individual; and, conversely, the maintenance of the best possible functioning of the body must react as a beneficial mental stimulus."

(VII) The Council urges all communities to set up their own Physical Fitness Programme in cooperation with the Provincial and Dominion Councils.

(VIII) The Council realizing the lack of recreational opportunities in rural areas urges that Provincial Councils give special attention to this aspect of the subject of Physical Fitness.

(IX) The Council urges Industrial Organizations to create recreational opportunities for their employees.

(X) The Council believes that every university should conduct a required Physical Fitness Programme for all students and that a degree course should be established in physical education.

(XI) The Council recommends to the Federal Minister of Justice and Provincial Attorney Generals that appropriate Physical Training Programmes be introduced in jails and reformatories which have none at the present time.

(XII) The Council urges Provincial Departments of Education to provide adequate physical training for every child of school age as most essential in the whole picture of National Physical Fitness.

(XIII) The Council recommends that all school boards consider placing their facilities at the disposal of responsible community organizations in the interest of National Physical Fitness.

(XIV) The Council will do all in its power to stimulate Youth Hostelling, hiking and camping.

(XV) The Council decided to draft a statement urging universities and Departments of Education to establish Recreation Leadership Courses.

(XVI) The Council recommends that the establishment of a College of Physical Education be considered.

(XVII) The Council decided to prepare a series of pamphlets on topics relating to National Physical Fitness to be distributed to all interested agencies and individuals.

(XVIII) The Council decided to do all in its power to foster and encourage national activities in all matters relating to physical fitness.

(XIX) The Council considered that knowledge of swimming and life-saving is essential to all citizens and recommends, where facilities and leadership are available, these skills should be taught immediately, and, where facilities are not available, a campaign for such facilities should be started.

(XX) The Council endorsed the principle of more active home, family and neighbourhood recreational programmes.

(XXI) The National Physical Fitness Act calls for the establishment in each participating province of a Provincial Advisory Council on Physical Fitness and the National Council recommends to Provincial Governments that appointments to the Provincial Advisory Councils, commissions, committees, etc., be representative of the interest involved.

(XXII) As many excellent leaders of physical fitness and recreation are serving at present in His Majesty's Services, the Council recommends to the Honourable Minister of Pensions and National Health the creation of a post-war employment pool and also recommends that the responsible Provincial Departments use this source as potential leaders.

(XXIII) The Council affirmed its faith in our Canadian youth and believes that a sound Physical Fitness Programme will provide wholesome outlets for their energy.

(XXIV) Whereas there appears to be a great need and demand for authentic information regarding community facilities to give effect to the National Physical Fitness Programme, therefore be it resolved that the question of standards and equipment related to playgrounds, playingfields, gymnasia and swimming pools be referred to a Standing Committee of this Council to study and report on at a subsequent meeting.

(XXV) That the Council approach the Crown Assets Corporation urging that in disposing of sports equipment and facilities at the end of hostilities, the National Council on Physical Fitness be given priority in the purchase of same.

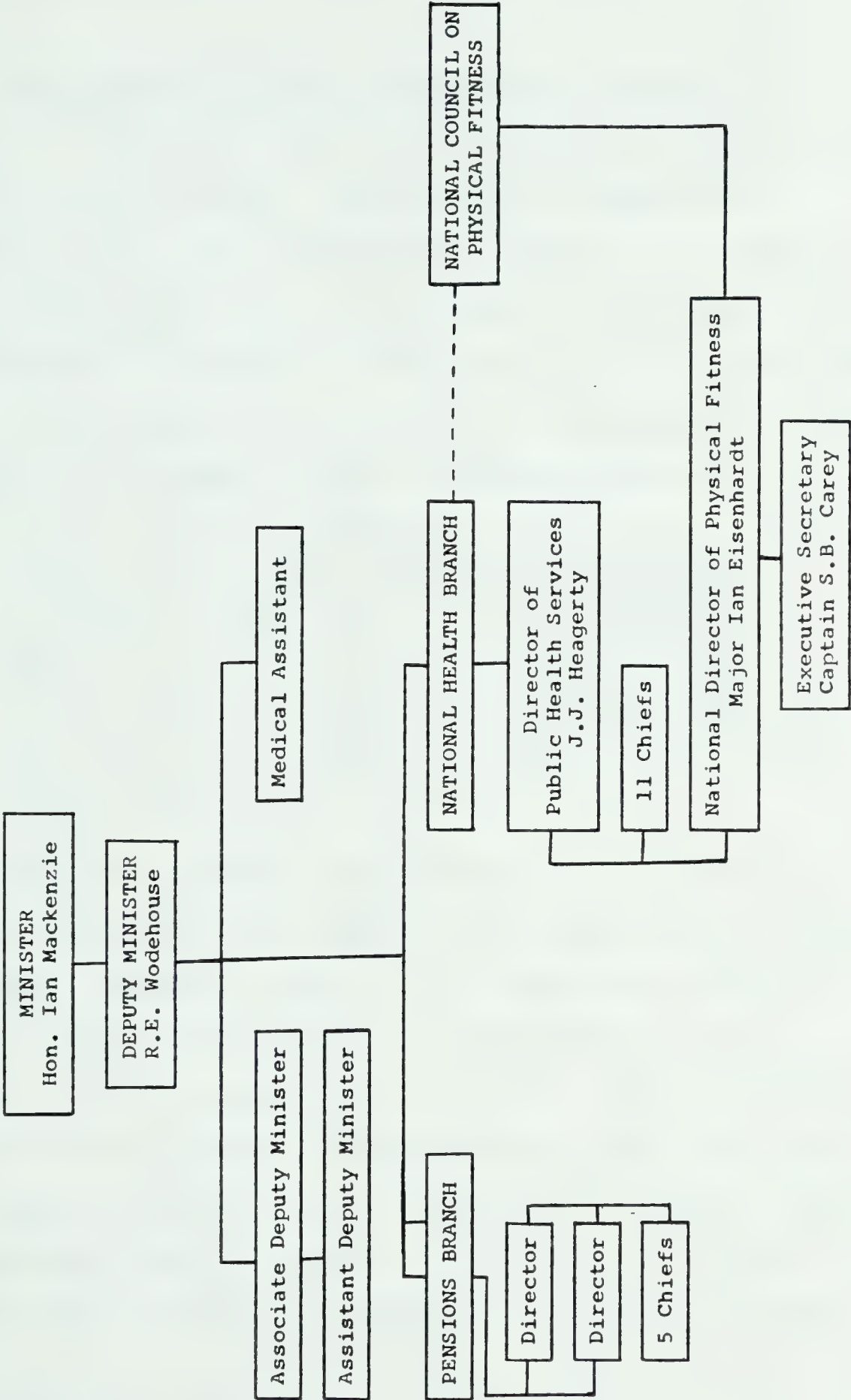
(XXVI) That the standing committee on Secondary School programmes devise suggested changes in the context of the Physical education curriculum in order to stress the injunction "toughen them." (DPNHW, 1944b, 2:15-16).

These resolutions were viewed as part of an evolving National Health Insurance Program being formulated by the Department of Pensions and National Health to promote health. To implement the resolutions and contribute to the overall scheme the NCPF and its Secretariat were incorporated into the Department's structure (DPNH, 1944b,1:9).

Structure

The Department of Pensions and National Health assumed responsibility for the implementation of the NPFA because fitness came to be viewed as a health matter important for all Canadians beyond the War effort. The NCPF and its Secretariat were formalized as part of the

FIGURE 3-1
DEPARTMENT OF PENSIONS AND NATIONAL HEALTH:
MAY 24, 1944 - OCTOBER 12, 1944



Sources: Chart compiled from DPNH (1944a and 1944b,1).

Department of Pensions and National Health under the National Health Branch by May of 1944 (Figure 3-1).

The National Council on Physical Fitness. On February 15, 1944 by Orders in Council, P.C. 509 and 1394 the NPFA came into force and the NCPF was appointed according to the terms specified in sections 3.1 and 3.2 of the Act (DPNH, 1944a:68).² The Council functioned both in an executive capacity as outlined in section 3.6-11 and in an advisory capacity as specified in section 10 of the Act. This is outlined in the 1945 Annual Report:

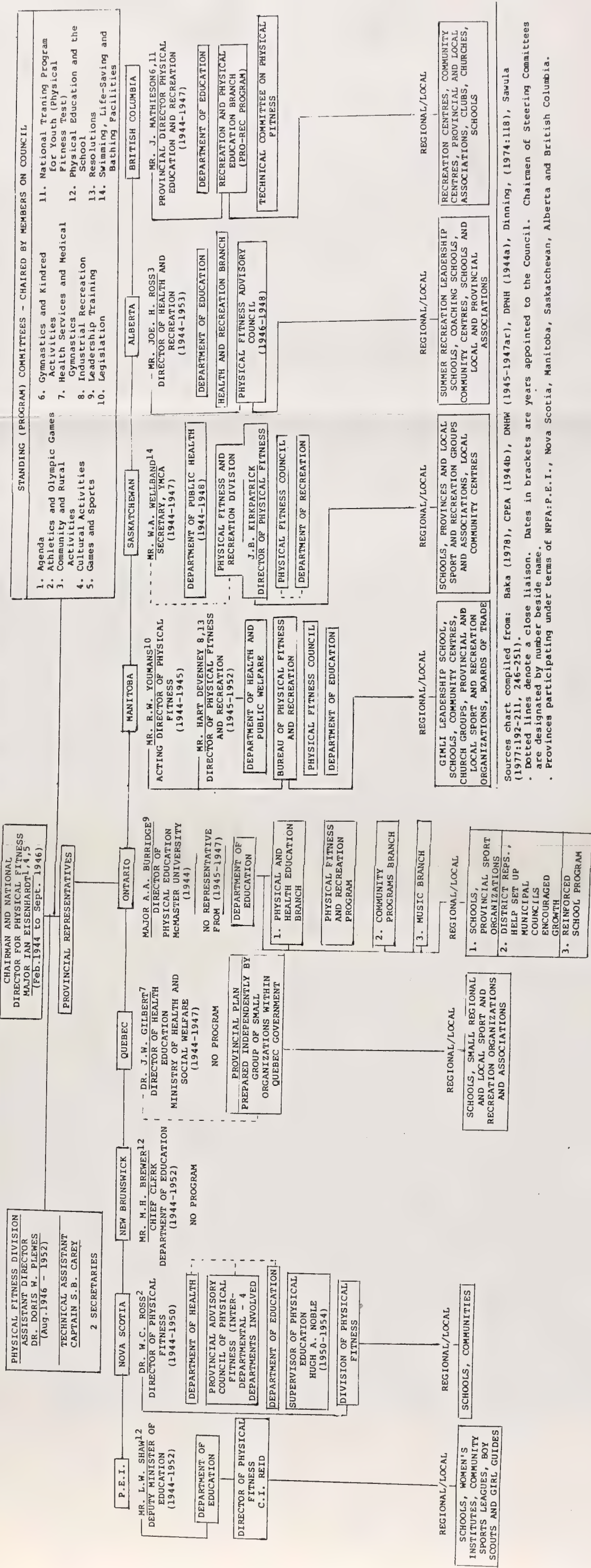
The distinct function of the Council is to advise the National Director of Physical Fitness with regard to a national program, effective through the provincial governments, by passing resolutions on matters pertaining to physical fitness. Some of these resolutions, which are, in effect, Council instructions to the Director, were carried out by the Director, and others, which were referred to the Minister for approval, were followed up by the National Director after such approval was obtained (DNHW, 1945ar:64).

Figure 3-2 shows the structure of the NCPF in relation to the delivery mechanism for the national program. All persons initially appointed to the Council except Burridge (Ontario) and Wellband (Saskatchewan) were provincial civil servants. By March 31, 1945 Manitoba, British Columbia, Alberta, Saskatchewan, Nova Scotia and Prince Edward Island (P.E.I.) all signed agreements under the terms specified in section 7 of the Act. British Columbia added a Technical Committee to the Recreational and

² In July, 1944 by Order in Council P.C. 1540 a P.E.I. representative was named to the Council.

THE NATIONAL COUNCIL ON PHYSICAL FITNESS - STRUCTURE, STANDING COMMITTEES, AND PROVINCIAL DELIVERY SYSTEM: FEBRUARY, 1944-SEPTEMBER 30, 1946

FIGURE 3-2



Physical Education Branch. Alberta, Saskatchewan, Manitoba and Nova Scotia set up provincial physical fitness councils that functioned on lines comparable to the National Council. P.E.I. appointed a Director of Physical Fitness.

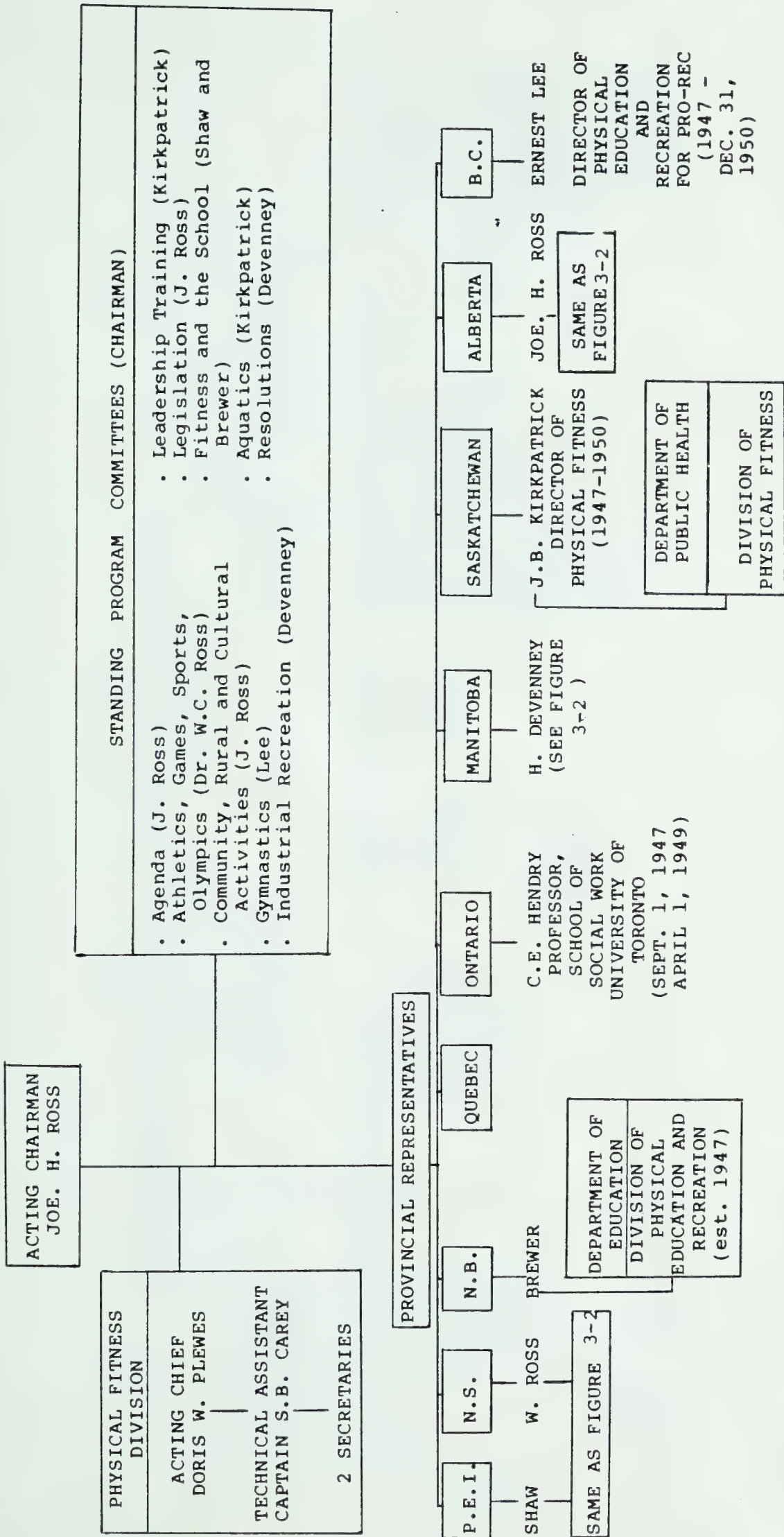
At the first meeting of the NCPF standing committees were established to carry out resolutions and report on various issues and concerns. Everyone on the Council was a chairman of at least one committee. The chairman elicited the support of voluntary organizations and individuals thereby enabling the committees to confront some of the issues of the day (DNHW, 1946ar:89). Between 1946 and 1950 there were attempts made by the CPEA and the Canadian Arts Council to have representatives named to the Council.

The structure of the Council remained unchanged for the life of the Act. However, from October 1, 1946 until October 1, 1949 and from January 1, 1951 to the Repeal of the Act the Council was without a chairman. For these periods Joe H. Ross was the Acting Chairman as well as the Alberta representative. The standing committees changed in number. In February 1948 New Brunswick and the Northwest Territories joined in the program. On April 5, 1949 Ontario agreed to participate in the program but did not expend any funds until the 1950-51 fiscal year. Quebec, although represented until 1947 by Dr. J.W. Gilbert never agreed to the terms of the Act. Newfoundland and the Yukon never participated in the program although funds were allocated for their use.³ Eventually all participating provinces were represented by public servants occupying positions

³ Grants were budgeted for Newfoundland after the province joined Confederation on March 31, 1949.

FIGURE 3-3

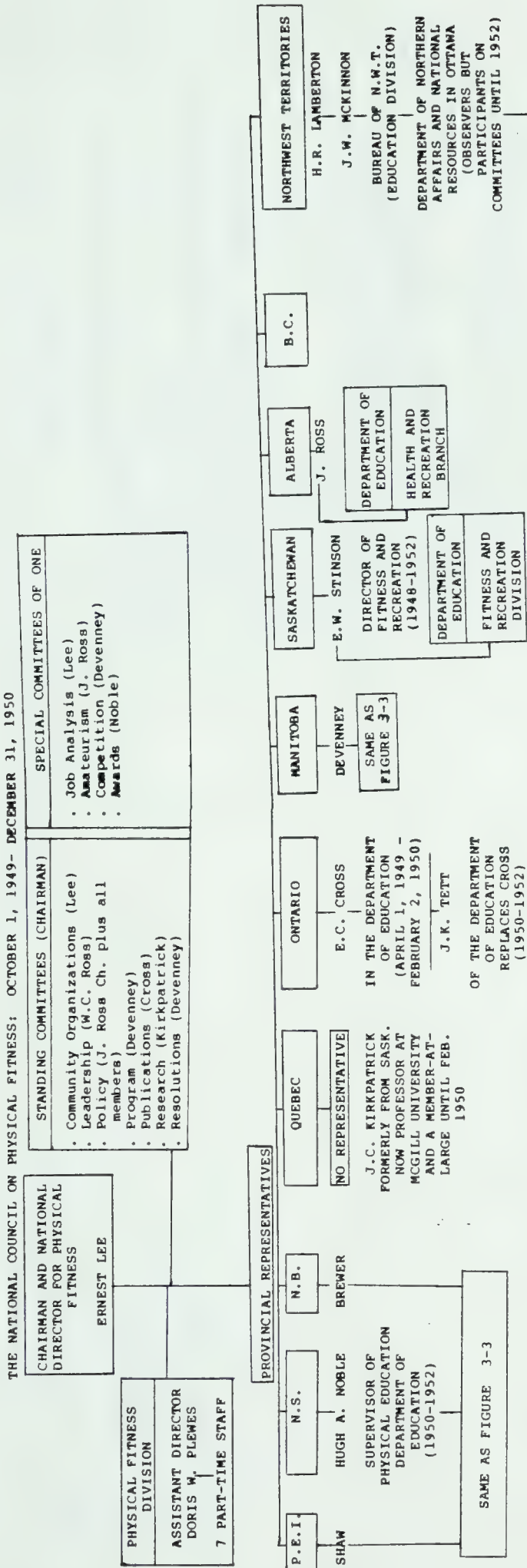
THE NATIONAL COUNCIL ON PHYSICAL FITNESS: OCTOBER 1, 1946- DECEMBER 17, 1947



● On December 17, 1947 D. Plewes appointed Acting Director (Public Archives, 1977a). DNH lists Plewes as Acting Chief (DNHW, 1947ar:9).

Sources chart derived from: Cosentino and Howell, (1971:63), DNH(1947ar).

FIGURE 3-4



o Numbers beside name indicates membership on a committee. Committee structure taken from March 31, 1949 Annual Report.

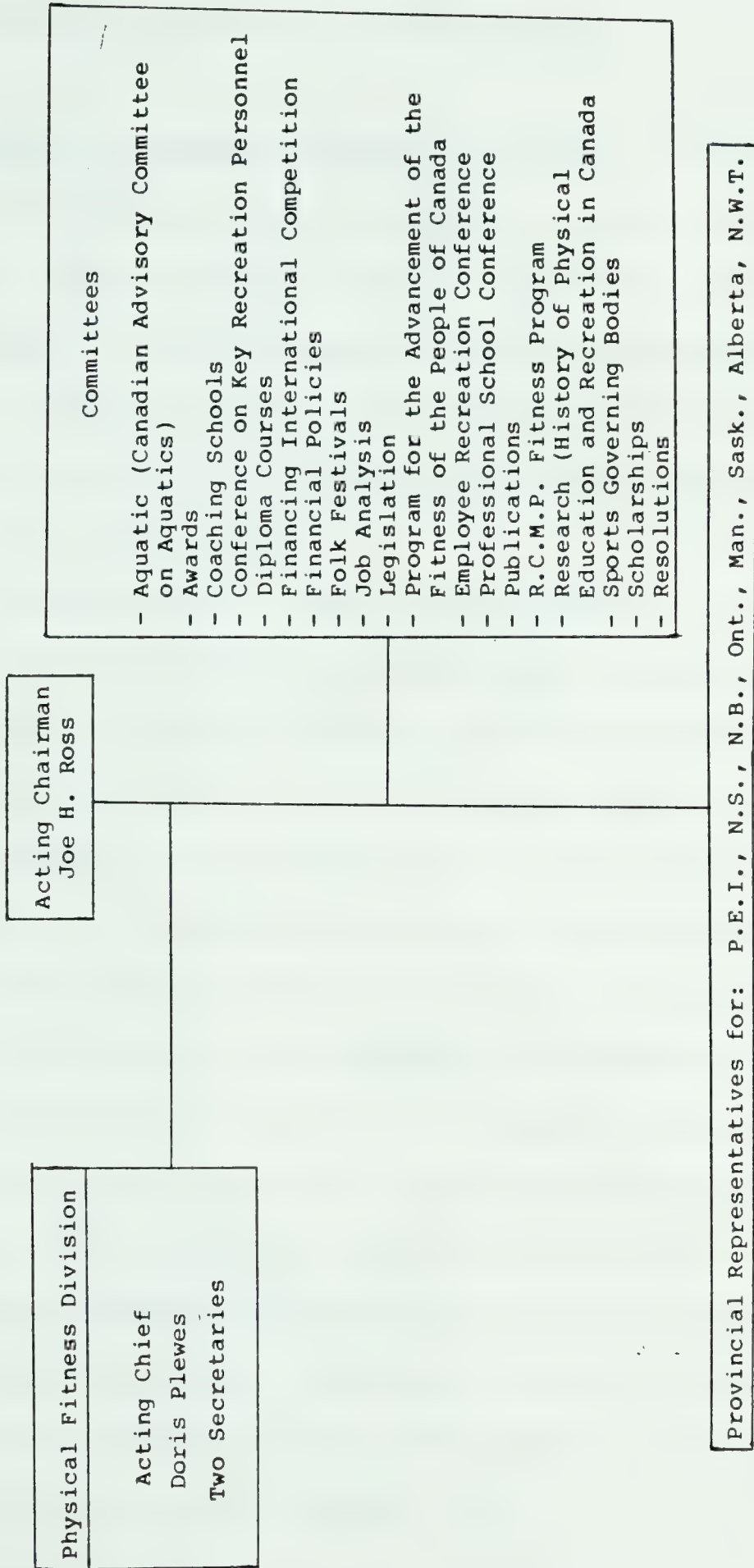
o New Brunswick and the Northwest Territories joined in the NPFA program in February, 1948. Ontario joined April 5, 1949.

o Quebec, Newfoundland and the Yukon never participated in the program.

Sources chart derived from: DNHM (1948-1949a), Sawula (1977:125,296-207).

FIGURE 3-5

THE NATIONAL COUNCIL ON PHYSICAL FITNESS:
JANUARY 1, 1951-DECEMBER 8-10, 1952
(LAST MEETING)



- Sawula (1977:146) states that Plewes resigned from Council as Executive Secretary in 1952.
- P.E.I. did not renew the NPFA Agreement for 1952-1953.

Sources chart derived from: DNHW (1950), DNHW (1950-1953ar).

of authority directly related to their provincial fitness programs(see Figures 3-3, 3-4 and 3-5).

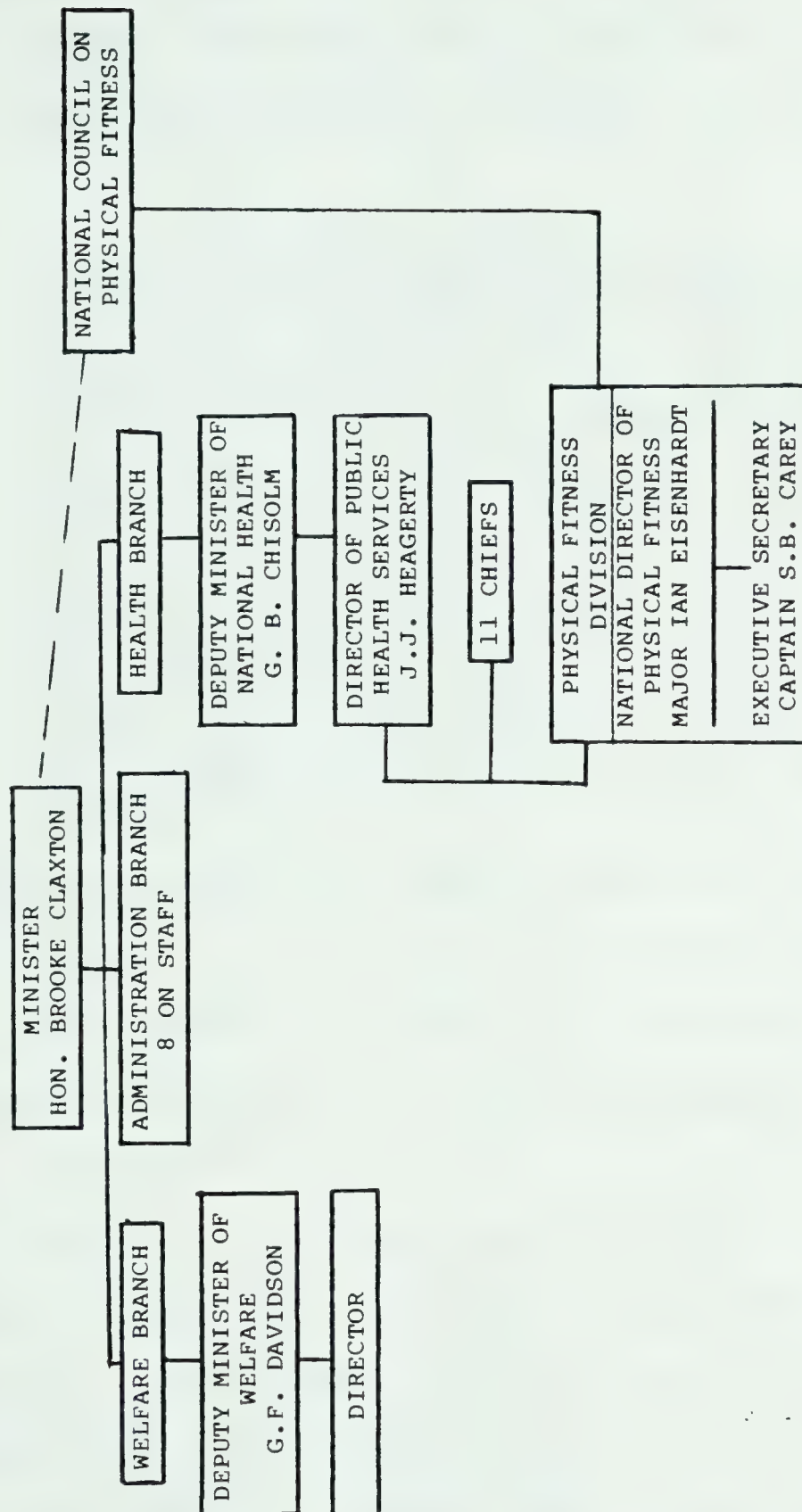
The Physical Fitness Division: 1944-1955. In February, 1944 after Ian Eisenhardt was appointed to the Council, the Minister, Ian Mackenzie, chose to appoint him as Chairman of the Council and the National Director of Physical Fitness under section 3.6 of the NPFA. Soon after, Eisenhardt appointed Captain S.B. Carey as the Executive Secretary of the Council (Figure 3-1).⁴

On October 13, 1944 the Department of National Health and Welfare Act was proclaimed creating the Department of National Health and Welfare (DNHW, 1945ar:9). The Honourable Brooke Claxton was appointed as Minister. The Department was divided into the Health Branch, which existed under the old Department of Pensions and National Health, the Welfare Branch, which had been assented to on August 15, 1944, and the Administrative Branch. By Order in Council on November 3, 1944 G.B. Chisholm was appointed as Deputy Minister of National Health and Welfare (Welfare). Davidson would occupy his position until 1960. The NCPF Secretariat became the Physical Fitness Division, one of twelve divisions under the Health Branch. The National Director of Physical Fitness was formally designated as Chief of the Division (Figure 3-6).

⁴ Refer to Sawula (1977:79-82) for details concerning Eisenhardt's and Carey's appointments.

FIGURE 3-6

DEPARTMENT OF NATIONAL HEALTH AND WELFARE: OCTOBER 13, 1944-JULY 31, 1946



Source chart compiled from: DNHW (1945ar)

The role of the Physical Fitness Division was to act as the headquarters for the NCPF and to facilitate the work of the Council (Section 3.9-10 of the NPFA). The Division did not operate a program of its own. Its purpose was to act

...as a clearinghouse among the provinces for the latest information on physical fitness, recreation, community centres, physical education, sports and kindred activities. It keeps in touch with the latest developments in Canada and abroad and circulates information concerning these. In order to promote various aspects of fitness the Division utilizes, whenever possible, the educational media offered by the daily and weekly newspapers, magazines and technical publications, pamphlets, radio and films. Other divisions or departments of government working in related fields use its consultative services, as do large numbers of individuals and organizations who request information and advice (DNHW, 1947ar:77).

The promotion role was viewed as being national in scope serving to highlight Council activities and resolutions. "The actual promotion of physical fitness and recreation programs [was] a provincial or local responsibility." (DNHW, 1947ar:77).

After the first year and a half of its existence the Physical Fitness Division began to experience organizational instability. From August of 1946, when Dr. Doris W. Plewes was appointed as Assistant Director of Physical Fitness, there was a constant state of flux in the Division. A month after Plewes' appointment Eisenhardt resigned in favour of a post with the United Nations. From October 1946 until October 1, 1949 Plewes was the Acting Chief of the Division.

From December 17, 1947 until Lee's appointment in 1949 she was the Acting Director of the Program (Public Archives, 1977a). Joe Ross, as previously mentioned, was the Acting Chairman of the Council and although he acted as the Director he could not receive payment as specified in section 7 of the Act.

On December 12, 1946 the Honourable Paul Martin became Minister of National Health and Welfare and the Physical Fitness Division was formally moved into the Welfare Branch. This move was anticipated by the Council a year earlier.

In 1945 Dr. George Davidson, Deputy Minister of Welfare spoke to the National Council on Physical Fitness and explained the transfer of the Fitness Division from the health side to the welfare side, along the following lines that the program seemed to becoming more closely related to the fields of community centres, group work and recreation and in the opinion of the Department fitted in better with Welfare (DNHW, 1972g:1).

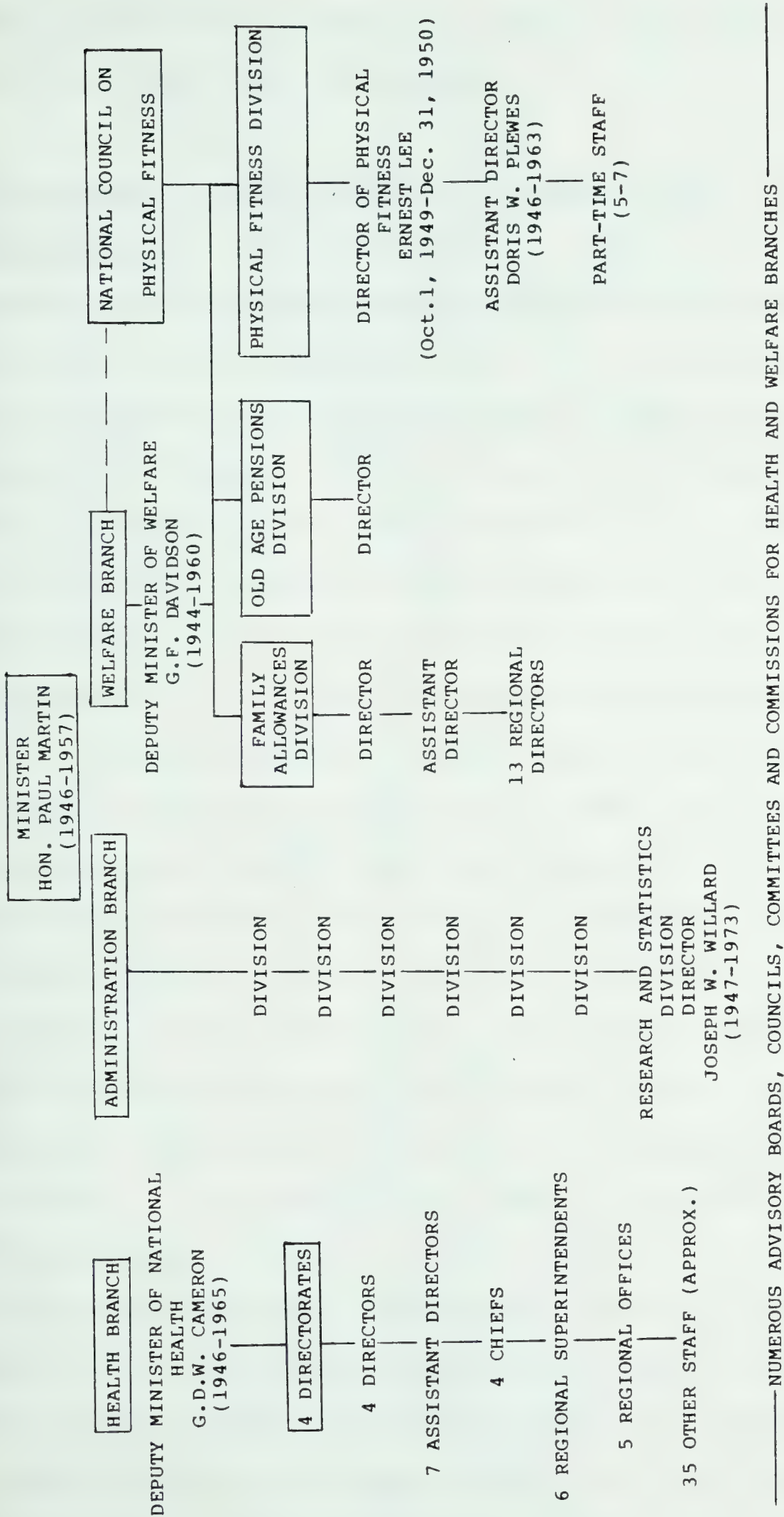
This event had a significant impact on the future of the NPFA

Ernest Lee, British Columbia's representative, was appointed by Martin as the National Director of Physical Fitness and Chairman of the Council on October 1, 1949; three years after Eisenhardt had resigned. Lee remained in the post for only 15 months. After Lee's resignation Ross became Acting Chairman again. Plewes was designated as the Acting Director pending the appointment of a successor (DNHW, 1950 - see Figures 3-7 and 3-4, 3-5).

But the end was in sight. The NPFA was repealed with the passage of Commons in June, 1954 (Appendix 3-3). However the Physical Fitness Division continued to function

FIGURE 3-7

DEPARTMENT OF NATIONAL HEALTH AND WELFARE: DECEMBER 31, 1950



. Brackets denote years of service in the Government.

. After December 31, 1950 D. Plewes becomes Acting Director of the Physical Fitness Division to the Repeal of the NPFA (DNHW, 1950).

. Sources chart derived from: DNHW (1948-50ar), DNHW (1949).

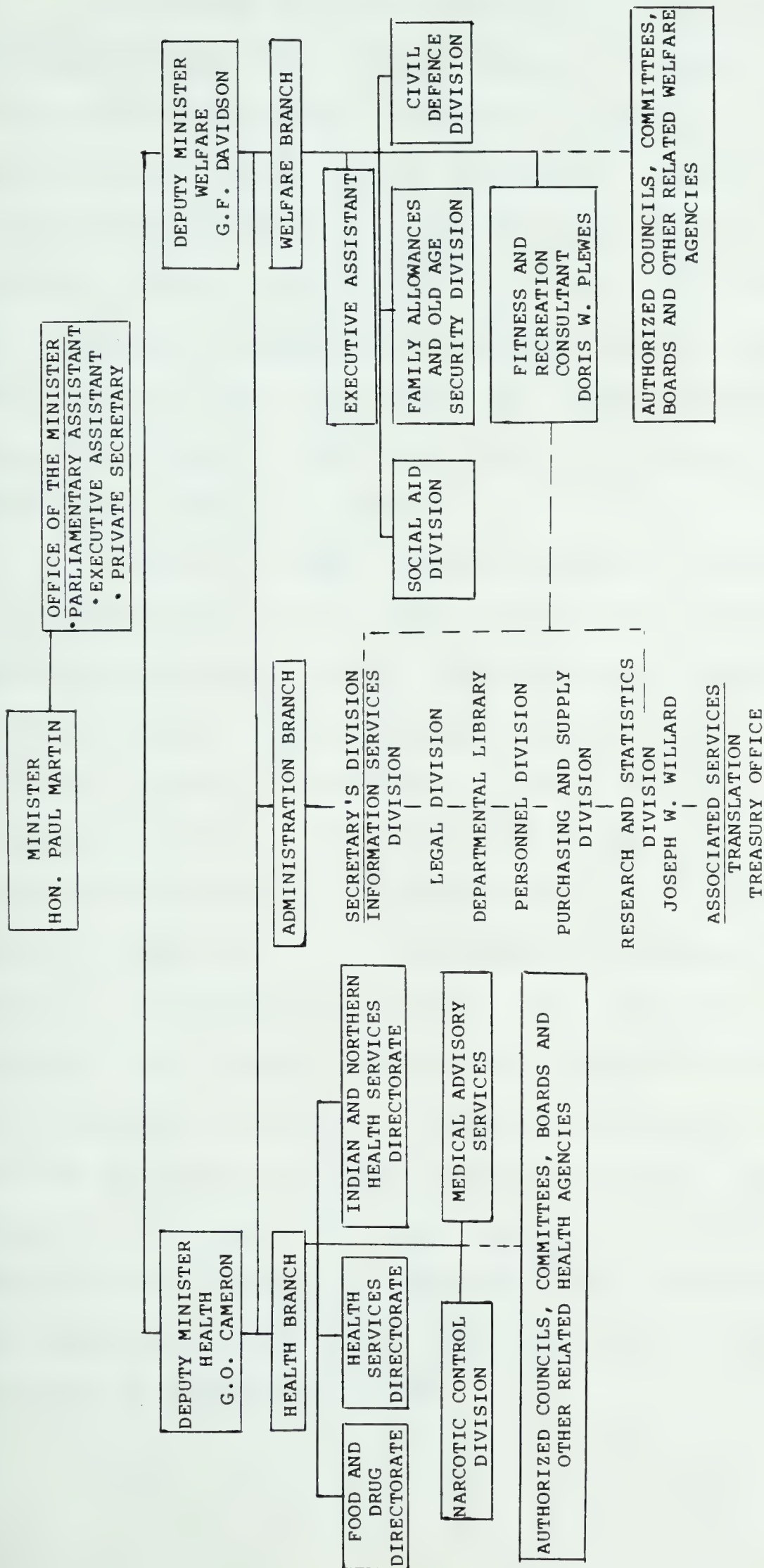
as a Division until March 31, 1955 when all financial agreements with the provinces terminated.

Consultant related to Fitness, Amateur Sport and Recreation:
1956-1961. In 1956, Doris Plewes remained the sole public servant at the federal level specifically employed to continue the clearinghouse role for the provinces, organizations and individuals seeking information on matters related to fitness, sport and recreation. Her office, with the assistance of the Administration Branch in the Department of National Health and Welfare, continued to disseminate an unbelievable amount of literature and information to everyone requesting it (see Figure 3-8).

What appears to be very clear is that after the NCPF ceased to exist Dr. Plewes took the lead in initiating projects she believed were most important. In 1956 she initiated the work that led to the development of the Canadian Physical Efficiency Test. Prior to this time all physical fitness tests used in Canada were American and the standards used to assess the fitness level of Canadians were based on fitness norms derived from the population of the United States. In addition, Dr. Plewes stimulated the Department of National Defence, particularly the Air Force, to be concerned about the physical fitness of their personnel. The result of the concern raised by Plewes was that the Department of National Health and Welfare in cooperation with the Royal Canadian Air Force developed the 5BX program of physical fitness (Orban, 1965:241).

FIGURE 3-8

DEPARTMENT OF NATIONAL HEALTH AND WELFARE: 1956-1957



SOURCE: DNHW (1955-1956ar) Modified and Revised

Dr. Plewes also had significant input into the Brief developed by the CSAC in 1957 urging the federal government to coordinate the work of all the various organizations and agencies involved in fitness and sport. The document titled "A Brief Concerning the Problems arising from Physical Fitness Deficiencies in Canada" was presented by the President of the CSAC, Mel Rogers, to the Honourable Paul Martin in 1957 and to the new Conservative Minister of Health and Welfare, the Honourable J.W. Monteith again in 1958 (CSAC, 1958:3 and 1959:2).

In spite of these efforts the Brief did not have any significant impact on the government until Prince Philip quoted extensively from it in his hallmark speech to the Canadian Medical Association in June 1959 (Paraschak, 1978:11). Quoting health care figures from the Brief, compiled by Plewes, the Duke of Edinburgh furthered the CSAC cause and elevated the importance of physical activity as a means of coping with "...the changes in the pattern of human society..." (Edinburgh, 1959:4). The Duke also used excerpts from a paper presented to the British Empire and Commonwealth Conference on Physical Education by Dr. Plewes in 1958 outlining the poor quality of Canada's physical education programs. The speech aroused the interest of the media and was given wide publicity which heightened government and public awareness of the poor physical fitness state of the Country (Edinburgh, 1959).

By March of 1961 Dr. Plewes' office was elevated to division status with its own administration section (Figure 3-9). Plewes retained the title of Consultant but the term "recreation" was dropped in favour of the term "amateur sport". As the Consultant to Fitness and Amateur Sport she acted as head of the Division prior to the proclamation of the Fitness and Amateur Sport Act in December of the same year.

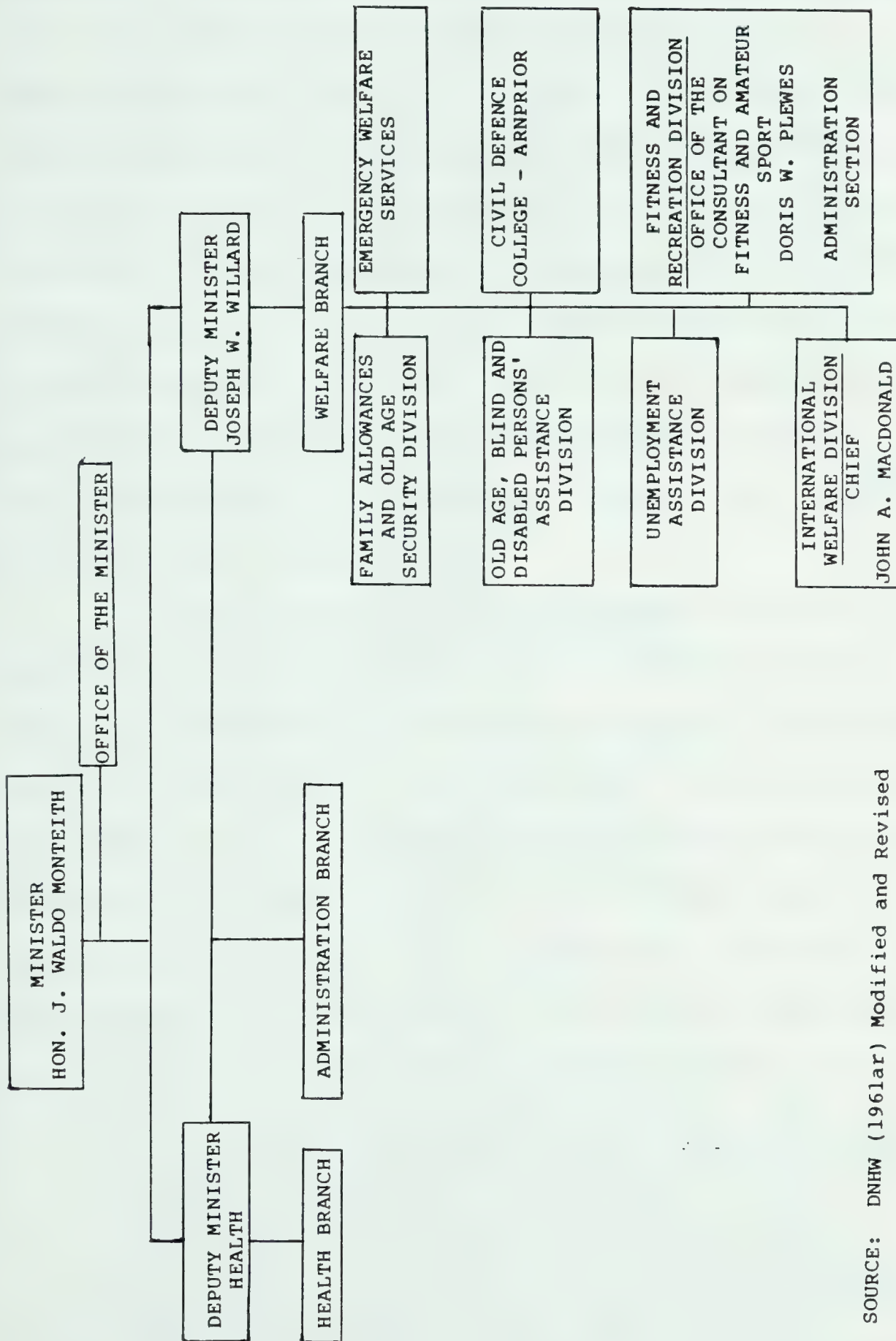
There were also three major Departmental changes following the 1957 Conservative victory at the polls. J. Waldo Monteith was appointed as Minister of National Health and Welfare by the new Prime Minister John Diefenbaker (see Appendix 8). In 1960 Dr. Joseph Willard, the Director of the Research and Statistics Division of the DNHW, succeeded Dr. George Davidson as Deputy Minister of Welfare. Around this same time Willard appointed John A. MacDonald as Chief of the International Welfare Division. Although unrelated to fitness and amateur sport at the time MacDonald's influence over the FASA program would become very important, second only to that of Willard's (see Figure 3-9).

Outputs

Allocative outputs. The NPFA contains the allocative policies for the dispensing and accounting of all funds related to the National Physical Fitness Program. Section 8 set up a special account in the Consolidated Revenue Fund of the Government which was to be known as the National Physical

FIGURE 3-9

WELFARE BRANCH - DEPARTMENT OF NATIONAL HEALTH AND WELFARE: MARCH, 1961



SOURCE: DNHW (1961ar) Modified and Revised

Fitness Fund. Disbursements from the Fund were made according to the provisions of the Consolidated Revenue and Audit Act, 1931 by the Minister of Finance on the requisition of the Council. Sections 11, 12 and 13 specify that the Minister of Pensions and Health (sic National Health and Welfare) was responsible for the administration of the NPFA, therefore giving the Minister of National Health and Welfare authority over the requisitions made by the NCPF to the Minister of Finance. The only two mechanisms specified in the NPFA through which funds could be distributed were (1) the provinces and (2) the Physical Fitness Council and Division.

1. Allocations to the provinces. According to Section 7 of the Act \$225,000.00 of the \$250,000.00 initially allocated to the National Physical Fitness Fund was to be distributed to the provinces. Provinces eligible for funding had to establish an organization for the purpose of cooperating with the NCPF and developing a plan of physical fitness within their boundaries. Provinces meeting these terms could enter into a cost-sharing agreement with the federal government with the understanding that:

...the amount of such financial assistance in any year shall not exceed a sum which bears the same proportion to the sum of two hundred and twenty-five thousand dollars as the population of such province as shown by the last decennial census bears to the population of Canada as shown by such census, or an amount equal to one-half of the moneys actually expended by such province in carrying out such plan, whichever is less (see Appendix 3-2, Section 7).

Heagerty initially proposed that the sum of \$225,000.00 be distributed among the provinces in the following amounts:

Table 3-1

Proposed Distribution of
National Physical Fitness
Funds to the Provinces: 1944

Province	Census 1941	Percentage Distribution Population %	Proportional Amount of Financial Grant \$
Prince Edward Island.....	95,047	0.827	1,861.00
Nova Scotia.....	577,962	5.030	11,317.75
New Brunswick.....	457,401	3.981	8,957.50
Quebec.....	3,331,882	28.999	65,248.00
Ontario.....	3,787,655	32.966	74,173.75
Manitoba.....	729,744	6.351	14,290.00
Saskatchewan.....	895,922	7.798	17,545.75
Alberta.....	796,169	6.929	15,590.50
British Columbia..	817,861	7.118	16,015.75
Canada ¹	11,489,713		225,000.00 ²

¹Exclusive of Yukon and Northwest Territories.

²Residue of \$2.25 distributed evenly on the basis of 25c. to each province.
(Calculated by the Dominion Bureau of Statistics.)

Source: DPNH (1944b, 1:7)

The actual totals of the annual grants allocated to the participating provinces for the duration of the agreements signed under the terms of the Act are shown in Table 3-2. British Columbia, Alberta, Saskatchewan, Nova Scotia and P.E.I. all agreed to the above terms under the Act at the first meeting of the NCPF. Manitoba joined after the second meeting of the Council (DPHN, 1944b: DNHW, 1945).

British Columbia and Nova Scotia were able to initiate their programs prior to the end of the 1944-45 fiscal year (see Figure 3-2).

Table 3-3 shows the maximum grants that were paid to the provinces under the Act on an annual basis versus the proportional amounts proposed in Table 3-1. In 1948, the NCPF changed the cost-sharing formula for the participating provinces to: 100% of all costs up to a maximum amount of \$10,000.00 with a 50/50 shared cost formula beyond the \$10,000.00 or \$0.10 per person on a per capita basis, whichever was the lesser (West, 1973a, 1:15). In 1949 there was an increase of \$7,000.00 which was to be allocated to Newfoundland, raising the total amount in the National Physical Fitness Fund to \$232,000.00 (Sawula, 1977:124-125).

Examples of the very broad provincial programs initiated, and in the case of British Columbia and Alberta improved, as a result of the implementation of the National Physical Fitness Legislation are shown in Figure 3-10.⁵

2. Allocations to the Physical Fitness Council and Division. The remaining \$25,000.00 initially credited to the National Physical Fitness Fund was to pay for the administrative expenses of the Council and the salaries of the Director and his Secretariat, which formed the Physical

⁵ For a summary of the approaches each province took in implementing their programs in relation to the NPFA refer to McFarland (1970:54-62).

TABLE 3-2
TOTAL ANNUAL GRANTS TO PARTICIPATING PROVINCES: 1943-1955
(in dollars)

PROGRAM AREA	1943-1944	1944-1945	1945-1946	1946-1947	1947-1948	1948-1949	1949-1950	1950-1951	1951-1952	1952-1953	1953-1954	1954-1955
Expended	-	23,434.18	49,555.12	87,699.75	89,635.29	78,884.47	79,678.56	150,675.42	152,249.71	155,532.03	170,195.50	236,650.62
Appropriated	225,000.00	225,000.00	225,000.00	325,444.88	237,745.13	248,462.84	255,267.08	325,876.52	257,415.10	251,265.39	245,733.36	236,650.86
Balance	225,000.00	201,565.82	175,444.88	237,745.13	148,109.84	169,578.08	175,588.52	175,201.10	105,165.39		75,537.86	0.24
Participating Provinces		(NS, BC)	(NS, MAN, SASK, ALTA, BC)	(NS, MAN, SASK, ALTA, BC, PEI)	(Same plus NB, NWT)	(Same)	(Same) plus Ontario	(Same)	(Same)	(Same)	(Same minus PEI)	(Same)

Notes:

Appropriations include balance from previous year. Ontario began participating officially in 1949 but did not expend funds until 1950-1951.

Sources chart compiled from: DNHW (1943-1955ar), Public Accounts (1948-1951).

TABLE 3-3

TOTAL PROVINCIAL FUNDING DURING THE
EXISTENCE OF THE NATIONAL PHYSICAL FITNESS ACT: 1944-1955¹

PROVINCE	MAXIMUM GRANTS AVAILABLE ANNUALLY UNDER THE ACT (1948)	SUM OF FEDERAL FITNESS GRANTS ALLOCATED TO THE PROVINCES	SUM OF PROVINCIAL EXPENDITURES EXCLUSIVE OF FEDERAL FITNESS GRANTS	TOTAL COST OF PROVINCIAL PROGRAMS (SUM OF MIDDLE COLUMNS)
Prince Edward Island	\$ 1,630.00	\$ 12,395.74	\$ 65,794.63	\$ 78,190.37
Nova Scotia	10,641.25	112,665.83	164,271.04	276,936.87
New Brunswick	8,540.00	58,215.42	103,564.20	161,779.62
Ontario	76,136.50	450,599.25	2,843,052.56	3,293,651.81
Manitoba	12,859.73	100,876.42	120,671.27	221,547.69
Saskatchewan	13,773.50	184,528.77	444,322.41	628,851.18
Alberta	15,773.50	167,020.76	331,617.51	498,638.27
British Columbia	19,296.25	185,923.75	892,585.55	1,078,509.30
Northwest Territories	265.00	1,965.00	164,438.33	166,403.33
Province of Quebec	67,163.25	DID NOT PARTICIPATE		
Newfoundland	5,985.25	DID NOT PARTICIPATE		
Yukon	150.00	DID NOT PARTICIPATE		
TOTAL	\$ 232,000.00	\$1,274,190.94	\$5,130,317.50	\$6,404,508.44

¹ for allocations on a yearly basis, refer DNHW (1955 ar: 123-125)
SOURCE: DNHW (1955ar)

TABLE 3-4
ADMINISTRATION EXPENSES OF PHYSICAL FITNESS DIVISION AND NCPF: 1943-1955 AND FITNESS AND RECREATION CONSULTATIVE SERVICES: 1955-1959
(in dollars)

PROGRAM AREA	1943-1944	1944-1945	1945-1946	1946-1947	1947-1948	1948-1949	1949-1950	1950-1951	1951-1952	1952-1953	1953-1954	1954-1955	CONSULTANT SERVICES			
Expenditures			Expenditures allowed under Section 3.7, 3.8, 3.10 and 9 of the NPFA													
Salaries (includes temporary staff)	-	6,794.52	13,364.16	12,292.37	12,194.88	17,681.10	23,463.38	26,731.61	24,126.76	26,388.21	26,985.25	25,704.60	5,970.00	6,420.00	7,020.00	8,000.00 est.
Staff Travel (Division)	54.80	4,029.58	8,349.38	5,250.68	1,832.88	3,748.87	4,118.43	3,667.84	2,463.50	4,300.20	4,300.20	2,359.38	908.00	972.00	2,030.00	2,693.00
NCPF Travel ¹	-	3,668.93			2,398.58	5,655.72	5,727.74	5,258.60	5,918.83	8,303.53			Administrative Expenses came out of General Department of National Health and Welfare Funds from 1955 to 1959.			
Publicity and Educational Information	798.60	2,602.04	7,064.07	7,702.78	10,896.44	20,953.05	16,554.51	23,062.13	34,154.65	14,184.85						
Telephone, Telegraph, Postage	-	260.76	328.72	455.57	608.20	892.04	966.25	688.27	1,255.93	1,313.08						
Printing, Stationary, Office Equipment	-	1,288.05	1,852.42	930.41	2,956.37	5,334.87	4,065.73	4,790.17	2,817.19	2,055.69						
Freight and Express	-	24.81	263.49	97.45	146.68	811.27	661.88	919.85	634.42	360.01						
Sundries	-	49.00	270.46	159.98	629.35	821.22	742.93	642.46	1,042.77	432.90						
Professional and Special Services ²			31.75	600.00	999.92	22.00	4,032.00	3,800.35	3,135.00	17,191.00						
TOTALS	853.40	18,717.69	31,524.45	27,489.24	32,350.85	54,004.15	59,963.29	70,011.87	76,723.39	72,692.77	58,516.50	45,250.49	6,878.00	7,392.00	9,050.00	10,693.00
Appropriate ³	25,000.00	24,146.60	35,000.00	53,475.55	73,852.31	102,972.46	109,378.31	112,160.02	110,388.15	99,204.76	82,741.44	78,141.00	(Same)	(Same)	(Same)	(Same)
Balance	24,146.60	5,428.91	3,475.55	25,986.31	41,501.46	48,968.31	49,415.02	42,148.15	33,664.76	26,511.99	24,224.94	32,890.51				

Sources:

DNHW (1944-1955ar),
Public Archives 1949-1961).

Notes:

- From 1949-1953 amounts included other travel also.
- Scholarships were included within these amounts from 1948-1949 to 1953-1954. Some funds were for travel of delegates to conferences. See Figures 4-12, 4-13. Sums are same
- Appropriations included balance from previous year.

TABLE 3-5
GRANTS, CONTRIBUTIONS AND OTHER TRANSFER PAYMENTS MADE ACCORDING TO PROGRAM DESCRIPTION: 1943-1955
(indollars)

PROGRAM AREA	1943-1944	1944-1945	1945-1946	1946-1947	1947-1948	1948-1949	1949-1950	1950-1951	1951-1952	1952-1953	1953-1954	1954-1955
Promotions and Communications ¹	798.60	2,602.04	7,064.07	7,702.68	10,896.44	20,953.05	16,554.51	23,062.13	29,741.82	11,804.18	15,828.65	8,810.41
Resources Development ²	-	-	31.75	600.00	999.92	22.00	4,032.00	3,800.35	3,135.00	17,191.00	3,870.00	2,500.00
Training	-	-	-	-	-	-	-	-	-	-	-	-
Competition	-	-	-	-	-	-	-	-	-	-	-	-
Program Planning and Management ¹	-	-	-	-	-	-	-	-	4,412.83	2,380.67	3,315.22	2,074.92
TOTALS	798.60	2,602.04	7,064.07	8,302.68	11,896.36	20,975.05	20,586.51	26,862.48	37,289.65	31,375.85	23,013.87	13,385.33

Notes:

- 1. Breakdowns are estimates taken from Table 4-4.
- 2. Scholarships were included within these amounts from 1949-1950 to 1954-1955.

EXAMPLES OF PROVINCIAL PROGRAMS ENCOURAGED BY THE
NATIONAL PHYSICAL FITNESS ACT

Prince Edward Island

- organized music and drama festivals (Women's Institute)
- sports equipment bought for schools
- extracurricular sports programs in schools funded
- community leagues organized, given facilities and equipment
- physical education courses began in schools
- summer courses for teachers and volunteer recreation leaders
- playgrounds funded
- facilities funded (baseball fields, cinder tracks)
- encouraged youths to join Boy Scouts, Girl Guides

Nova Scotia

- school program priority - increased time in physical education
- expansion of inter-school competition
- coaching courses for teachers
- demonstration projects
- assistance to community recreation in planning, organization and procurement of personnel (surveys in 5 communities)
- communities encouraged to employ trained leaders and put community recreation expenditures on a tax base
- grants to school boards who employed a qualified director of education
- instructors provided for 400 teachers attending summer school courses
- courses given to students, teachers, recreation leaders and people in rural communities.

Nova Scotia (cont'd)

- printed and distributed materials
- new curriculum developed for province in school physical education by 1948
- degree holders in health and physical education directing school programs (1948)

New Brunswick

- developed school as community centre, initiated 50 new rural community-centred schools
- employed four city full-time recreation directors, established recreational councils in villages
- new curriculum designed for all school grades
- courses in physical education introduced into Normal College (teacher training)
- short courses for voluntary recreational leaders
- pamphlets published and distributed

Quebec

- diversified program through many community-based agencies aided by Provincial Government support
- publications for schools in physical education

Ontario

- counselling and organization development
- publications printed and distributed
- leadership courses, grants-in-aid
- community organization and development

Ontario (cont'd)

- funds for radio, music, arts and crafts
- municipalities carrying in their own programs could receive \$1000.00 for a director, \$500.00 for an assistant director, and 20% of operating and maintenance costs up to \$800,000.00
- commissioner of Provincial Athletics employed
- teacher training courses and services
- publications, visual aids and libraries

Manitoba

- instruction in physical education and recreation provided for summer course at Gimli Leadership Centre, provincial Normal School, volunteer leaders with Council of Social Agencies and church groups
- elementary school program developed in "Fitness for All"
- 100 community centres cooperating in program
- films, publications and other materials available on a loan basis
- encouraged employment of qualified personnel
- developed provincial sport events and high school championships
- assisted new community committees in organization, promotion and leadership

FIGURE 3-10 cont'd

EXAMPLES OF PROVINCIAL PROGRAMS ENCOURAGED BY THE
NATIONAL PHYSICAL FITNESS ACT

<u>Saskatchewan</u>	<u>British Columbia</u>	<u>Northwest Territories (cont'd)</u>
<ul style="list-style-type: none"> - provincial conferences for civil and recreation workers, camp directors and counsellors - local meets, festivals and exhibits related to recreation at fairs - recreation personnel conducted programs in penal institutions - encouraged leadership development through grants to pay for leader courses in physical education, recreation, drama, woodworking, art, shop, music, crafts - provided physical education instructor for Normal School, subsidized employment of trained physical educators - employed full time recreation workers at Youth Training Courses at the University of Saskatchewan - published materials - funded staff to organize and instruct hockey coaches - promoted provincial sport meets in track and field and speed skating 	<ul style="list-style-type: none"> - contributions provided for 11 community centre recreation director salaries - grants for leadership training (recreation and school program in same department) - funded Pro-Rec Mass Display and Provincial Gymnastics Championships - assistance for high school track and field meets - community centres grew rapidly under program - publication and film produced and circulated - revised physical and health education curriculum - leadership training for potential and active instructors in health and physical education - funded travelling recreational leaders' clinics, stimulated hobby clubs, drama groups, sports and games clubs, revitalized school programs - penal and mental institution programs in recreation initiated 	<ul style="list-style-type: none"> - established positions for welfare teachers who provided community recreation leadership year round.
<u>Alberta</u>	<u>Northwest Territories</u>	<p>Sources: DNHW (1947-1948a.r.), Sawula (1977:204), Zeigler (1954:16).</p>
<ul style="list-style-type: none"> - funded costs of administration for community programs - remuneration of leaders and pianists for authorized groups - published leaders manuals - recreation leader courses provided - subsidized community centres, paid leaders - indian residential schools, mental hospitals - homes for delinquents, summer camps, service clubs, agencies, e.g. YMCA, YWCA, etc. - developed a film library 	<ul style="list-style-type: none"> - developed schools as centres of community activity - provided equipment for sports and physical recreation - materials and supplies for handicrafts - films, projectors, radios, record players, improved library facilities supplied - established civil service positions for all physical education teachers in day schools 	

Fitness Division. Sections 3.7, 3.8, 3.10, 6 and 9 set out the policies for the disbursement of the \$25,000.00 for administration.

The salary of the National Director of Physical Fitness was determined by the Governor in Council (section 3.8). This means that the Minister of National Health and Welfare would recommend a salary which would be approved by an Order in Council and/or a vote specified within the budget estimates for the following fiscal year beginning in April. Contracts entered into by the Council exceeding \$5,000.00 and/or the acquisition of real estate were also subject to the approval of the Governor in Council (section 6). All other disbursements of any of the remaining funds up to the \$25,000.00 limit could be expended by Council requisition as specified in section 9 (refer to Appendix 3-2).

Table 3-4 outlines the expenditures of the NCPF and the Physical Fitness Division from 1943 to 1955. As well the costs accruing to the operation of the Fitness and Recreation Consultative Services after the Repeal of the Act to 1959 are shown. Costs for the Consultative Services from 1959 to 1962 were listed within the total administration budget for the entire Department in the Public Accounts of 1959-60 and 1960-61 and are not easily available. Table 3-4 shows that up to 1952 total appropriations for the program increased for the Physical Fitness Division. The bulk of the funds were expended on salaries and items related to promotion, publicity, educational information and printing.

Program Areas of the Federal Government, National Physical Fitness Act: 1944-1955

Promotions and Communication
A. Publicity

Year Initiated

- 1944-45
- .circulated all Minutes of NCPF meetings and addresses given at the meetings in Bulletin format to anyone upon request.
 - .participating provinces kept informed on international developments in fitness and physical education.
 - .NCPF holds meetings in conjunction with CPEA November 1944 Winnipeg Convention, proceedings published through NCPF.
 - .National Advisory Council of the Service Clubs of Canada supports work of and cooperates with NCPF in promoting fitness.
- 1946-47
- .informational displays set up at AAHPER and CPEA Conventions. Pan American Congress on Physical Education (Mexico) Provincial Seed Fair, London, Ontario.
- 1947-48
- .the Division was represented at AAHPER, Society of State Directors (U.S.A.), American Recreation Congress, American Recreation Society, Industrial Recreation Association, etc.
 - .information on Canada circulated to the Argentine Republic, Brazil, Mexico, Italy and Greece.
 - .press releases issued to daily and weekly newspapers and magazines, radio stations (in cooperation with the Information Services Division).
 - .numerous reports prepared and circulated on request: community centres in Canada, list of speakers, aquatic committee report on water safety, swimming and life saving, report on amateur definition, physical education and recreation in jails, simplified rules for team games, camping regulations and legislation in Canada, summary of legislation regarding construction, care and maintenance of swimming pools, summary of data on football (3 types), summaries of programs in Canada and listing of all Canadians in graduate and post-graduate training throughout the world.
 - .publicized resolution encouraging recreational therapy in mental institutions, jails and reformatories.
- 1948-49
- .NCPF represented at the International Congress for Physical Education, Recreation and Rehabilitation in London, England.
 - .the Division was represented at the following Canadian conferences: Canadian Education Association, CAHPER, Parks and Recreation Association of Canada (PRAC), COA, AAU of C and Adult Education Association. As well the Division was represented at AAHPER in the U.S.A.
 - .NCPF and CAHPER (was CPEA) held joint meetings; among topics were growth and development of children.
- 1949-50
- .Assistant Director (D. Plewes) visited England, Scotland, Scandinavia and France, attended World Congress for Physical Culture (Stockholm), International Congress for Physical Education for Girls and Women (Copenhagen).
 - .Division was represented at same conferences as 1948-9 plus British Empire Games Association, Montreal Parks and Playgrounds Association, Sportsmen Shows in Toronto and Montreal, Canadian Camping Association, Recreation Division of the Canadian Welfare Council, Senior Drama Festival, Saskatoon and AAHPER (U.S.A.).
 - .promoted camping, children's theatre.
- 1944-45
- .circulated American publications on community recreation, camping, community centre development, sports and games, cultural activities.
 - .films developed and circulated to participating provinces in cooperation with National Film Board.
- 1945-46
- .booklets "Camp Feeding" and "Better Health Through Skiing" published and distributed.
 - .communication with service clubs, park boards, school boards, city councils, welfare agencies, national organizations, professional groups, private agencies made directly with Physical Fitness Division.
 - .a recreational and sports preview film library established in cooperation with National Film Board. The Division issued a digest on recommended films. Committees on physical education and recreation, cultural activities and camping recommended films to be circulated to all provinces.
 - .provinces spend a significant proportion of their federal funds on manuals, program aids and curriculum outlines for volunteer leaders and school teachers.
- 1946-47
- .speakers bureau established.
 - .reference library begun.
- 1947-48
- .in this year an increase in Canadian-made and produced pamphlets, guides, films produced and this service continued to grow and became the primary function of the Physical Fitness Division until 1961 (6 years after the NPFA was repealed). Broadened into toher cultural activities, e.g. drama, dance, stage lighting, settings, music, etc.
- 1951-52
- .NCPF invited representatives of national organizations and agencies held in Ottawa in January 1952 to discuss problems related to Employee Recreation. A continuing committee was established on the NCPF to monitor related developments.
 - .new policy implemented placing some informational materials on a "for sale" basis due to the volume of requests from throughout Canada.

Note: educational information was also distributed through conferences held on recreation, employee fitness and undergraduate programming (see 4-12a).

All program area costs of the Division or Council, apart from the provinces, had to be paid through the administrative funds appropriated each year. By the 1950-51 fiscal year the administrative expense allocation reached a peak of \$112,160.02. This amount included the balance of \$49,415.02 from the previous year (Table 3-4). Table 3-5 shows estimated expenditures by program area for the 1943-1955 period. This Table was established after analyzing Table 3-4 in relation to Figures 3-11 to 3-15 compiled from the DNHW Annual Reports from 1944 to 1955. Table 3-5 reflects that the major activity of the Division was promoting the program. After 1949 the development of human resources became an important aspect of the program (Table 3-5, Note 2). And beginning in 1951-52 program planning funds were allocated to assist the fledgling CSAC in their attempts to coordinate the NSGB's and a few recreation organizations.

The only other type of program activity was through the process of Departmental "program bending". Program bending is a common practice within the government bureaucracy. It occurs when one department or agency - such as the Physical Fitness Division - encourages, influences or puts pressure on another department or agency to become involved in a program in any number of ways because of a common interest. For example, in 1946-47, the Division in cooperation with the Department of Labour established a course for community recreation leaders under the National Vocational Training Plan. In the same year the Division of Child and Maternal Health in the Health Branch cooperated with the Physical Fitness Division in researching the application of the Wetzel Grid to determine a relationship

Program Areas of the Federal Government, National Physical Fitness Act: 1944-1955

Resources Development

A. Physical Education and Recreation Leadership

Year Initiated

- 1944-45
 .Minister of National Health and Welfare, on the recommendation of the NCPF, wrote all provincial Ministries of Education to encourage degree courses in universities (see Table 4-3).
 .Standing Committee on Leadership Training (NCPF) in cooperation with CPEA prepared a guide for the setting up of a model Bachelor of Science Degree in Health, Physical Education and Recreation (completed 1946).
 .NCPF recommends that responsible provincial governments utilize leaders in physical fitness and recreation serving in the armed services, efforts coordinated with Department of Labour, Department of Veterans Affairs and provinces.
- 1945-46
 .Physical Fitness Division compiles lists of job opportunities in community recreation, physical education and playground programs. Demand exceeds supply of trained leaders.
- 1946-47
 .Division performs recruiting function and makes contact with Canadian students attending related courses in other countries to fill position vacancies.
 .in cooperation with Department of Labour the Division establishes a course for community recreation leaders under the National Vocational Training Plan.
- 1947-48
 .on the advice of the NCPF the Minister of National Health and Welfare convened an exploratory meeting with recreation organizations to recommend activities concerning recreation development (September 1947).
- 1948-49
 .the Minister approved the NCPF recommendation to institute scholarships for post-graduate training in physical education and recreation at universities outside of Canada. The Treasury Board gave authority to expend \$4,000.00 from operating funds for the 1949-50 year. The NCPF later stipulated that the maximum scholarship to an individual would be \$1,000.00.
- 1949-50
 .committee on NCPF established to consider regional leader-training schools.
 .a proposed 1 year recreation diploma course beyond secondary school graduation recommended to train leaders for lower paying recreation positions that would not attract university graduates.
 .scholarships awarded for post-graduate studies to M.L. Van Vliet (Edmonton), H.D. Whittle (Vancouver), Roger Dion (Ottawa), Louise Dumais (Laval), F.R. Kennedy (Winnipeg), - in 1950-51 W.F. Clayson (Toronto), G. Grant (Victoria), E. McFarland (Edmonton), J.H. Ramsay (London), H. Ryan (Montreal), E.J. Tyler (Brandon) - in 1951-52 Helen Eckert (Alberta), W.A.R. Orban (Quebec), J.O. Pearson (Ontario), R. Rathie (Saskatchewan); by 1954 a total of 34 persons were awarded from \$500.00 to \$1,000.00; program terminated by March 31, 1955.
 .recommended to Minister that funds be provided from the Mental Health and Professional Training Grants of the National Health Program for training of recreational therapists.
- 1951-52
 .arrangements made to institute the 1 year recreation diploma course at the University of British Columbia in the fall of 1952.
 .first National Conference on Under Graduate Professional Preparation held at the invitation of the NCPF in September 1951. All professional schools granting degrees in physical education and/or recreation were invited. Second Conference held in June, 1952.
- 1952-53
 .30 students enrolled in U.B.C. Recreation program. \$5,000.00 granted to U.B.C. by NCPF. 29 students provided funds for tuition. Transportation funding for those coming from outside British Columbia was provided. Nine provinces and the N.W.T. were represented. NCPF convenes the First National Conference on Employee Recreation, January 8, 1952.

B. Sport Leadership

- 1948-49
 .on the advice of the NCPF, the Minister (Hon. Paul Martin) called a meeting of representatives of all the sport governing bodies in Canada. The purpose of this First National Conference of Sports Governing Bodies was to provide an opportunity for the sport associations to discuss the various problems of mutual concern and to consider solutions of any difficulties. The NCPF believed this Conference would lead to greater participation in sports with the objective of "increasing the fitness and pleasure of Canada's people".
 .courses for volunteers is viewed as being more imperative in sport as well as recreation.
- 1949-50
 .Second National Conference of Sports Governing Bodies convened, reports presented on a proposed constitution, amateur status, participants of school students in outside sports, railway rates, imported equipment and customs duties, recommendation considered to ask government to inquire into sports, athletics and games in the form of a Royal Commission.
- 1950-51
 .Third National Conference of Sports Governing Bodies convened. The major achievement of this Conference (January, 1951) was the organization of the Canadian Sports Advisory Council (CSAC). A Constitution for the CSAC was ratified and officers elected. "The establishment of the CSAC brings to fruition a project on which the Council has worked for three years".
- 1951-52
 .NCPF at its eighteenth meeting approved terms of reference for the establishment of the Canadian Advisory Committee on Aquatics. No funding was granted.
- 1944-45
 .provinces give priority to the organization and administration of community recreation.
- 1944-45
 .National Director inspected recreational facilities from coast to coast.
- 1945-46
 .detailed list of community projects and plans for designs for community centres circulated to communities considering establishing local programs.
- 1948-49
 .NCPF approaches Minister for increased funds for development of facilities.

C. Administration Support

D. Facilities

Figure 3-13

Program Areas of the Federal Government, National Physical Fitness Act:1944-1955

Training

A. Participants

Year Initiated

1947-48

.National Aquatic Standards for Canada completed and endorsed by the national associations who set them up (Royal Life, CPEA, etc.) printed in wall chart form in both English and French.

B. Athletes

There were no programs specifically directed to train athletes.

Figure 3-14

Program Areas of the Federal Government, National Physical Fitness Act:1944-1955

Competitions

A. Developmental

No programs were implemented or designed to encourage competitions within Canada below the national championship levels. No funding was allocated for the national championships that took place.

B. Excellence

Year Initiated

1947-48

•National Amateur Athletic Achievement Award - established in 1947 to honour Canadians who distinguished themselves in amateur athletics, first award given to Barbara Ann Scott in recognition of her Canadian, North American, European and World Championships. Presented by the Governor-General assisted by the Hon. Paul Martin and Joe Ross, acting chairman.

Program Areas of the Federal Government, National Physical Fitness Act: 1944-1955

Program, Planning and Management
A. Planning and Evaluation

Year Initiated	
1944-45	.Manitoba, British Columbia, Alberta, Saskatchewan, Nova Scotia and P.E.I. develop satisfactory plans according to section 7 of the Act.
1945-46	.many localities (community centres) developing two, four and six year plans in conjunction with the provinces.
1947-49	.the Physical Fitness Division developed an evaluation form to assess effectiveness of national programs.
	B. Research and Evaluation
1946-47	.with Division of Child and Maternal Health in the Department of National Health and Welfare research was carried out to explore application of the Wetzel Grid to determine a relationship between an individual's performance and physical development. Grid used as a basis for the development of the Canadian Physical Efficiency Tests formulated in 1957 (DNHW' 1958ar:101).
1949-50	.in cooperation with Canadian Association of Mayors and Municipalities and PRAC a national survey on administration of recreation (finances, programs, and capital expenditures) begun; questionnaires sent to 100,000 individuals, selected group of small cities and towns and other rural areas. In 1950-51 the survey was completed and showed that Canadians were spending more on public recreation programs than estimated and an increasing number of smaller communities were devoting an increasing proportion of tax funds for recreation. Survey to be conducted on an annual basis.
1952-55	.NCPF conducts sports opinion survey. Initiated because of poor performance of Canada's 1952 Olympic teams. The purpose of the survey was to obtain information with respect to sports and games, particularly at the international level. No recommendations were made by the NCPF as this area was viewed as the direct and sole responsibility of the sports governing bodies concerned. .Study Kits on child development produced, reports on health, physical education and recreation published.

between a person's performance and their physical development. This research formed the basis for the development of the Canadian Physical Efficiency Tests formulated in 1957. In 1949-50 the NCPF recommended to the Minister that funds should be provided from the Mental Health and Professional Training Grants, of the National Health Program, under the auspices of the Health Branch within the Department.

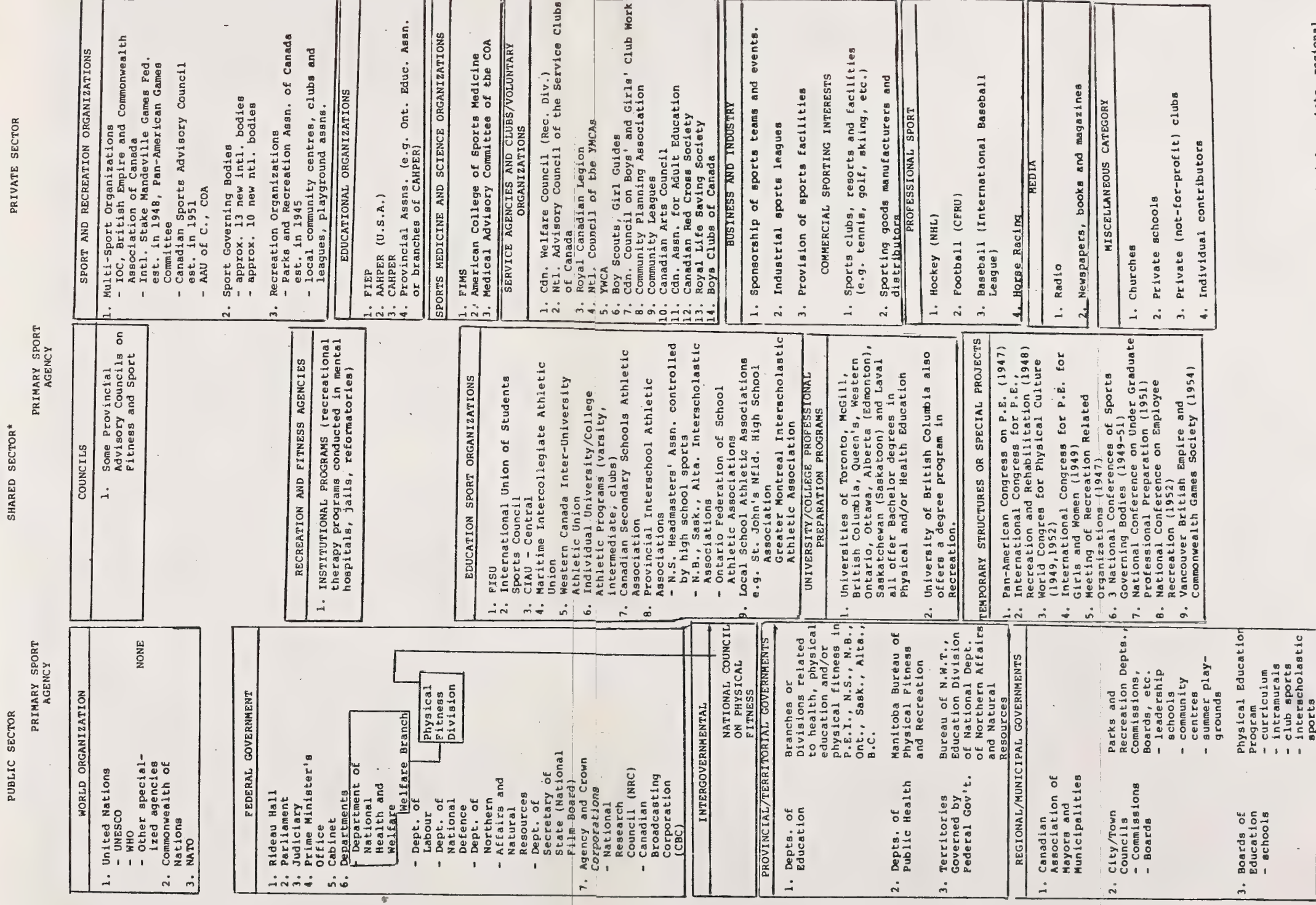
Throughout the term of the National Fitness Program the National Film Board cooperated in the production and distribution of films with the NCPF and the Division (see Figures 3-11B, 3-12, 3-15B).

Positional outputs. Improvement after 1943 in the public sector for the delivery of physical fitness service at the federal, provincial and municipal levels are attributed primarily to the NPFA. The Minister of National Health and Welfare and the NCPF were instrumental in furthering the development of university degree programs in physical and/or health education and recreation. Also, the NCPF fostered the development of sport, recreation, physical education and employee fitness by convening national conferences to address the issues and problems related to these areas. As a result of these conferences, efforts were better coordinated among universities and private sector organizations. Figure 3-16 incorporates the new components created during the time that the NPFA was in existence.

1. The public sector. At the federal government level the two most important positional outputs of the NPFA were the creation of the NCPF and the Physical Fitness Division. The Council became recognized as "the"

FIGURE 3-16

DIAGRAM OF THE SECTORS AND COMPONENTS COMPRISING THE SPORT SYSTEM: RELATED TO CANADA - Circa 1954



Components within the shared and private sectors can be divided into international, national, provincial or state, regional and municipal or local organizational levels.

* Councils, organizations, agencies and institutions falling within the shared sector vary in their degree of shared sector status with some naturally leaning more toward the public sector and others more toward the private.

authoritative body in Canada for the promotion of health through sports, games, physical education and recreation. The Division became the focal point in the Country for the "sport and recreation thrust" because of the early leadership and visibility given it by Eisenhardt. The Division maintained this profile after Eisenhardt's resignation until shortly after the Repeal of the NPFA because of the volume of information it disseminated through the untiring efforts of Dr. Doris Plewes.

The NPFA provided the mechanism for the federal government to initiate and react to developments concerning the promotion of physical fitness as outlined in section 4 and defined by the Council (see objectives above). By 1948 provincial annual reports showed a

...marked increase in the use of National Council on Physical Fitness members for the purposes of liaison and coordination. Recognition of the service they are rendering is indicated in the growing list of executive positions they hold on educational, recreational, cultural and community boards. Since most of the members hold the strategic position of provincial director, they are able to implement the policies to which the National Council on Physical Fitness, and their own provincial government, subscribe (DNHW, 1948ar:101).

Under section 7 of the Act the provinces could participate provided their plans were acceptable to the Minister of National Health and Welfare. As the NCPF served the executive function as well as the advisory function to the Minister this meant that the Council approved such plans and oversaw their implementation. This resulted in the NCPF, a

federal body although intergovernmental in nature, having jurisdiction over provincial planning and a say in the priorities related to physical fitness and programs of the participating provinces. As provincial plans involved local development the NPFA program had a direct impact on municipalities.

Developments at the provincial/territorial government level were a direct result of the fundamental policy underlying the Act which was to encourage the provinces to develop a physical fitness plan consistent with the objectives of the NPFA. This policy, outlined in section 7 of the Act, led to the improvement or creation of physical fitness programs in all nine provinces and the Northwest Territories by 1948.

Prior to the Act being passed British Columbia and Alberta had developed physical fitness and recreation programs. Although both provinces complained that they received more funding under the Dominion-Provincial Youth Training Act, the NPFA through the NCPF did influence the Alberta and B.C. provincial governments to allocate more of their own funds to the provincial programs. British Columbia welcomed the creation of the NCPF and even though it had the most advanced provincial program, B.C. asked to be guided by the Council.⁶

⁶ Refer to Sawula (1977:191-198,215).

From 1944 to 1947 Dr. J.W. Gilbert represented Quebec on the Council. Although Quebec never officially participated in the NPFA program, resolutions passed by the NCPF and developments in the other provinces influenced Quebec to develop a locally based physical fitness program through a number of provincial agencies throughout the province (Zeigler, 1954:16).

Prince Edward Island, Nova Scotia, New Brunswick, Ontario, Manitoba and Saskatchewan all began developing programs in 1943-44. The Northwest Territories began developing a program around 1947. New Brunswick and the N.W.T. joined the National Physical Fitness Program in 1948. Ontario joined in 1949. Figures 3-2, 3-3 and 3-4 show the evolution of the various branches or divisions in each of the provinces. Figure 3-16 illustrates these in relation to the overall sport delivery system.

The federal-provincial cost-sharing policy stimulated the provinces to direct more funding to municipal governments. The Council stated, and the provinces concurred, that even though local physical fitness programs were government funded the programs should be viewed as a locally directed community enterprise (DNHW, 1945ar:65).

At the local level the NPFA probably had its greatest influence on the development of physical education programs in the schools because of the close relationship established between the Departments of Education within the

provinces and the NCPF. This resulted because programs like the Strathcona Trust and Pro-Rec in British Columbia were conducted under the auspices of the Departments of Education prior to 1943. By 1949 seven of the eight provinces participating in the NPFA program housed their provincial fitness programs in Departments of Education, Manitoba being the single exception. All members of the NCPF by 1950 considered themselves as physical and health educators. These were some of the reasons why the CPEA (sic CAHPER)⁷ had a considerable influence on the early implementation of the Act.

The NPFA program also contributed significantly to the expansion of community recreation in Canada. Private sector community centres, clubs, leagues, service agencies and churches as well as public municipal agencies all benefitted (see Figure 3-10). By 1948 it was recorded that as a result of the National Fitness Program,

...the provinces have been able to promote a wide variety of programs, at the same time maintaining an overall unity of purpose. In the main, their policy has been one of helping communities to help themselves, of assisting existing public and private agencies, and of supplementing local efforts only when the demands are beyond the resources of the public and private agencies of the community(DNHW, 1948ar:95).

⁷ In 1948 the CPEA became the Canadian Association for Health, Physical Education and Recreation (CAHPER, 1979a).

Indeed, many municipalities in Canada began to consider a permanent system of local tax support for community recreation programs in 1947. At its eighth meeting in September, 1947 the NCPF passed a resolution that influenced many municipal governments to begin to provide financial assistance for recreation (DNHW, 1948ar:102). In 1950-51, one of the findings of the national survey on recreation, carried out by the Parks and Recreation Association of Canada (PRAC) and the Canadian Association of Mayors and Municipalities with funding from the NCPF, was that an increasing number of smaller communities were devoting an increasing proportion of tax funds for recreation.

By the eighth meeting in 1947, the NCPF noted the expanding role of governments at all levels that accompanied the rapid increase in the number of community recreation programs. To clarify the roles of the respective government agencies the Council developed a comprehensive policy statement on The Functions of the Local Community, Provincial Government and the Federal Government in the Fitness and Recreation Program. The statement became significant because it was accepted and received widespread approval from the participating provinces and communities (DNHW, 1948ar:101; McFarland, 1970:53). Perhaps the reason why the statement received such approval was due to the fact that the NCPF was viewed as an intergovernmental body rather than a federal one.

2. The shared sector. Figure 3-12 outlines the outputs of the NPFA program benefitting the development of physical education and recreation leadership. One of the initial recommendations of the NCPF to the Minister of National Health and Welfare was that the Minister should encourage provincial government departments of education, through the Ministers of Education, to develop degree courses related to physical and health education and recreation. This recommendation was implemented by the Honourable Brooke Claxton soon after his appointment in October, 1944. The organization responsible for influencing the NCPF to promote the development of degree programs was the CPEA. Table 3-6 shows the universities that developed degree programs in physical education and recreation during this period.

When this Act was passed it was understood that the NCPF and the Physical Fitness Division were not to be program agencies. However, the Physical Fitness Division became responsible for the scholarship program initiated in 1948 in accordance with section 4 of the NPFA. The reason why the program was begun was that the need for leaders in the fields of physical education and recreation greatly exceeded the supply. The Minister approved the following resolution passed by the Council at its eighth meeting in September of 1947. The resolution that became effective in the 1948-49 fiscal year reads as follows:

TABLE 3-6

UNIVERSITIES OFFERING DEGREE PROGRAMS IN
PHYSICAL EDUCATION AND RECREATION : 1940-1962

Name	Location	Degree Offered	Degree Program Started In
University of Toronto	Toronto, Ont.	Bachelor of Physical and Health Education	1940
McGill University	Montreal, Que.	Bachelor of Education (Physical Education) Diploma in Physical Education	1945
University of British Columbia	Vancouver, B.C.	Bachelor of Physical Education *	1946
Queen's University	Kingston, Ont.	Bachelor of Arts and Bachelor of Physical and Health Education (combined)	1946
University of Western Ont.	London, Ont.	Bachelor of Arts (Physical and Health Education)	1947
University of Ottawa	Ottawa, Ont.	Bachelor of Arts (Physical Education)	1949
University of Alberta	Edmonton, Alberta	Bachelor of Physical Education	1950
University of Saskatchewan	Saskatoon, Sask.	Bachelor of Arts (Physical Education) Master of Science	1954
Laval University	Quebec, Que.	Bachelor of Education (Physical Education)	1954
McMaster University	Hamilton, Ont.	Bachelor of Physical Education	1956
University of New Brunswick	Fredericton, N.B.	Bachelor of Physical Education	1957
University of Montreal	Montreal, Que.	Bachelor of Physical Education and Recreation	1961
Memorial University	St. John's, Nfld.	Bachelor of Physical Education	1962

* Curricula in physical education and in recreation.

...that an item be included in the administrative budget for scholarships to enable a small number of promising people to undertake post graduate study in the field of physical education and recreation and that this study include certain areas of research which will assist in developing the Canadian fitness program; and be it further resolved that such scholarships, if granted, be given only to persons recommended by their physical fitness authority to the awards committee of the National Council (DNHW, 1948ar:102).

A total of 34 scholarships were awarded up to the end of the program in 1955. The scholarships assisted many people who were or became leaders in the field of physical education and recreation. These people made significant contributions to university, government and private sector institutions related to these fields (see Figure 3-12A).

Conferences also played an important role in the implementation of the NPFA. In 1944, at Winnipeg and in 1948, at Montreal the NCPF scheduled their meetings to coincide with the CPEA Convention (in 1948 CAHPER). This gave the Council the opportunity to meet with and share their program with professional groups. The joint meetings were considered very successful insofar as they increased cooperation between the Council and CAHPER (CPEA, 1944b; DNHW, 1949ar:125).

In 1947 the Honourable Paul Martin, Minister of National Health and Welfare invited national organizations interested in recreation and leisure-time activities to a meeting in Ottawa to explore the possibilities of holding one national conference on recreation each year. The

intention of the meeting was to coordinate and encourage joint planning and cooperative action among over fifty organizations interested in recreation. The organizations invited to the meeting, at their own expense, are listed in Table 3-7. This list indicates the breadth of the NPFA program and shows the types of organizations the NCPF communicated with. However, the National Conference on Recreation plan was never implemented (DNHW, 1947).

Table 3-7

National Organizations Invited to the
Exploratory Meeting for a Conference
on Recreation: September 30, 1974

-Canadian Welfare Council (Recreation Division)	-Canadian Federation of Mayors and Municipalities
-Parks and Recreation Association of Canada	-National Federation of Catholic Action
-Canadian Arts Council	-Canadian Association for Adult Education
-Canadian Handicrafts Guild	-National Councils of the YMCA, YWCA, YMHA and YWHA
-Canadian Library Council	-Canadian Council on Boys' and Girls' Club Work
-Community Planning Association	-Boy Scouts Association
-Canadian Association for Health Physical Education and Recreation	-Girl Guides Association
-Amateur Athletic Union of Canada	-Interested Government Departments (Federal and Provincial)
-Women's Amateur Athletic Federation of Canada	
-Canadian Youth Hostels Association	

Source: DNHW (1947)

In 1951 a National Conference was held to bring together persons on university faculties to discuss curricula

and methods of improving undergraduate professional preparation programs in physical education and recreation. In 1952 a Conference on Employee Recreation was held to encourage employers to consider providing facilities within plant and office buildings so employees could embark on recreation and fitness programs during the working day and after work hours. This Conference did not produce any significant results or change in the work place.

However, the most significant conferences convened by the NCPF were the three National Conferences on Sport Governing Bodies held each January in 1949, 1950 and 1951. These conferences were initiated by the NCPF for the purposes of coordinating the sport effort in Canada. The outcome of these conferences was the formation of the Canadian Sports Advisory Council (CSAC). This was significant insofar as the CSAC became the most instrumental organization in the private sector to influence the Government to formulate and pass the FASA in 1961 (see Figure 3-12B).

3. The private sector. In September, 1950 at the fifteenth NCPF meeting, a resolution was passed stating that the Third National Conference of Sport Governing Bodies would be the final such gathering convened by the Council. The rationale for ending the annual conferences was that the Council members believed that their role was to act as a catalyst and that the official responsibility to continue the meetings belonged to the participating sport governing

bodies (CSAC, 1952:22). Joe Ross, Acting Chairman of the NCPF and Convenor of the meeting stated that:

This Conference has a special task and responsibility, that of deciding on the future and type of organization best suited to your [sports] purposes. The NCPF...is of the opinion that you should now be on your own. This does not imply a wish to get out of any work nor a decrease in our interest because we are still prepared to assist as a Council and as individuals....as a separate and autonomous entity you will be more effective in promoting sports (DNHW, 1951:5).⁸

Between the second and third meetings a provisional constitution was drafted for a new organization. Ross and the NCPF strongly suggested that the group accept the constitution which entailed the creation of a new body that could "...meet the sport problems and concerns head on" (DNHW, 1951:6). On January 20, 1951 the CSAC was established. The objectives of the independent body were to:

- hold a meeting annually of all sport governing bodies as a forum for exchange;
- promote the physical, intellectual and moral development of people of Canada through participation in amateur sport;
- be the liaison between government agencies and National Sport Governing Bodies in order to bring before the government such recommendations as are approved by the Council; and
- to correlate the efforts of all Amateur Sport Governing Bodies in Canada in the task of stimulating interest in amateur sport (CSAC, 1957:1).

⁸ Upon the implementation of the NPFA by the Council a controversy ensued over Ian Eisenhardt's statements which inferred government control over sports. From that period on the NCPF and the government proceeded very cautiously in their dealings with national and provincial sport governing bodies. Refer to Sawula, 1977:93-99 for details of the controversy.

In 1952, the Physical Fitness Division produced a pamphlet, to assist the CSAC, titled "Let's Cooperate for the Good of Sport." Through the formation of the CSAC and the aforementioned pamphlet we see the first visible attempts of a federal government body to coordinate sport in Canada.

The NCPF also heightened the role and influence of other private sector associations. From the outset the NCPF aligned itself closely with the CPEA which became CAHPER in 1948. This close relationship resulted in each body having an influence over the other. Some members of the Council were members of CAHPER prior to and during their terms on the NCPF. The Council's concerns related to physical education and recreation leadership, the allocation of funds for scholarships and the production of educational materials in health, physical education, recreation and sport were in large part influenced by CAHPER (Sawula, 1977:83-84).

Some other organizations assisted and encouraged by the NCPF were: the Parks and Recreation Association of Canada (PRAC) formed in 1945, the Canadian Association of Mayors and Municipalities, the National Advisory Council of the Service Clubs of Canada formed by the Progress, Kinsmen, Kiwanis, Lions and Optimist clubs, the Canadian Welfare Council (Recreation Division), the YMCA, the YWCA and the Canadian Red Cross Society and its Water Safety Service formed in 1945 (see Figures 3-11 to 3-15). In the 1950 Annual Report of the Department of National Health and

Welfare (1950:104) it was noted that PRAC, the Canadian Amateur Ski Association, Canadian Arts Council, Canadian Youth Hostels Association, Pan American Congress, Federation of International Gymnastic Ling and the Sports College of the Air submitted briefs requesting government assistance.

Problems Leading to the Repeal
of the National Physical
Fitness Act

Cosentino and Howell (1971:55-56), Howell and Howell (1969:159-271), Kirkpatrick (1954), McFarland (1970:54), Orban (1965), West (1973a, 1:10-18); 1973b), Sawula (1977: 50-52), 76-78, 148-161) and Zeigler (1954) all provide insights as to why the NPFA was repealed on June 22, 1954. Sawula (1977:154-156) shows there was little reaction to Bill 475, an Act to Repeal the National Physical Fitness Act (Appendix 3-3). Except for CAHPER no other organizations or individuals reacted officially to the Repeal. The following is a summary of the problems leading to the Repeal, many of which had no bearing on the form the FASA would take in 1961.

The NPFA was a poorly conceived piece of legislation. It evolved out of legislation related to unemployed youth and the military. The rationale for passing the legislation developed from concerns related to the poor physical condition of recruits for the Second World War. After the War, the NPFA became the responsibility of

the Health Branch, within the Department of Pensions and National Health, forming part of a national health scheme.

In Sawula's (1977:65-75) account of the passage of the Act, questions concerning the wording of the legislation and the low level of funding for the National Fitness Fund were raised by members of the House of Commons sitting in Committee. These unresolved concerns ultimately led to the downfall of the NPFA. The wording of the Act was not specific enough and upon its implementation there were disagreements and controversy among and between members of the NCPF, the bureaucracy and the government. The inferred ideas of Heagerty and Mackenzie, who drafted the Act, were not made clear in the Act and no regulations were appended to the Legislation. As early as August, 1944 the Department of Justice informed the NCPF that they were given the responsibility of administering a piece of unworkable legislation (West, 1973a, 1:17). The Department of Finance when approving allocations and the Department of Justice when ruling on the duties and powers related to the administration of the Act had to refer to the wording of the Act and could not consider "the resolutions and interpretations placed upon the Act by the Council" as law (Sawula, 1977:109).

The dilemma that resulted was that the NCPF in order to make the Act operative had to define the term physical fitness in a way acceptable to the provinces who were the

program delivery agents. Once a definition was agreed to by all levels of government a program could be implemented. As the Council was made up of persons working at the provincial level the only definition of fitness that received widespread approval was one that could incorporate all the aims and objectives of all the provinces. The definition of fitness incorporated almost all aspects of living, resulting in too broad a program for the limited financial allocations. The Council's definition, in the form of a resolution, never received the support of the government for:

The legality and interpretation of the Act was bound by the term "physical". In fact, most provincial and local programmes were based on a much wider concept; much to the aversion of the Government's Department of Justice. Eventually, the Government did agree that the Act should encompass a wider sphere; but without amendments the Act was enforced on its origin and boundaries. Without any change these boundaries became, in 1954, the major excuse for the cancellation of the Act (Sawula, 1977:214).

The amount of money allocated under the NPFA was less than the provinces received under the Dominion-Provincial Youth Training Program. In setting up the NCPF and the rules for provincial government involvement in section 7 the federal government appeared to be pressuring the provinces to make a greater commitment under this Act while it was making a lesser one. The per capita grants

were unfair to the poorer, less populated provinces requiring the most help. The changes in the terms within the limitations of the Act in 1948 did not alleviate the basic problem of insufficient funding to the participating provinces. The only reason why there were surplus balances each year was that the NCPF was never allowed to direct the funds of the non-participating provinces to those provinces cooperating under the terms of the Act.

Neither the Physical Fitness Division nor the NCPF could become anything more than a catalyst at the National level because of the poor funding received for their operations. The work they did accomplish with the few dollars they had is noteworthy. However, to be really effective any catalyst eventually has to backup their intentions with financial assistance and/or a program that related delivery agencies can be a part of. The only significant contributions by the NPFA in this regard was the creation of the CSAC resulting out of the three National Sport Governing Body Conferences.

In 1946, the Canadian Medical Association (CMA) underlined the credibility problem facing the government and Council in respect to the funding required to achieve the aims and objectives of the NPFA. In a Brief to the NCPF the CMA stated that in excess of \$25 million was needed to properly promote and develop physical fitness in Canada. The Council passed a resolution to consider the merits of

the CMA Brief further and to seek increased funding for the program. However, anytime Eisenhardt, Ross or Lee approached the Ministers or Deputy Ministers responsible for program concerning increased funding or any other proposed amendments to the Act they were received "coolly and with disinterest" and for the most part the Minister of the day ignored the Council's recommendations (West, 1973a, 1:15,18).

As the National Physical Fitness Program expanded it became identified with community recreation, adult education and physical education. The shift of the program from the Health Branch to the Welfare Branch reinforced the widening of the program and concerns by some provinces of the transgression of the federal government into an area of provincial jurisdiction. This problem was a source of disagreement between the Physical Fitness Division and the Minister throughout the existence of the NPFA. For example, at the outset, Eisenhardt soon after his appointment in 1944 began implementing the Act based on section 4 (see Appendix 3-2). His approach would have meant more direct federal government involvement. On the 'other' hand Ministers and Deputy Ministers believed the Act should focus on provincial development outlined in section 7.⁹

9 See Sawula, 1977:89-102 and Appendix 3-2.

This meant that provinces could agree to take part in the program provided that their provincially related plans were acceptable to the Federal Minister of Health and Welfare. This federal presence in determining provincial developments and priorities was the fundamental reason underlying Ontario's and New Brunswick's reluctance to join the program and helps explain why Quebec never participated. This problem was further compounded when the NPFA program came to be closely associated with the community and education. Ontario and Quebec voiced their displeasure the loudest regarding the NPFA as federal intrusion into areas that are the sole responsibility of the provinces as defined in Sections 92 and 93 of the British North America Act (Kirkpatrick 1954; Sawula, 1977:76-78, 90,99)¹⁰. The Honourable Paul Martin's attitude was one of concurrence in relation to these Constitutional problems. (West, 1973a,1:19). He also disliked the operational structure under which the Act operated.

The structure under which the Act operates proved to be ineffective. West (1973a,1:17) states:

¹⁰ Section 92 of the BNA Act lists the Exclusive Powers of Provincial Legislatures. Section 92.8 of the Act specifically refers to municipal institutions and section 92.16 shows the provinces may exclusively make laws in relation to, "all matters of a merely local or private nature in the Province". Section 93 gives the Provinces sole jurisdiction over education (Department of Justice, 1978:27-29).

The Director...was in the rather unenviable position of directing the work of (the Council's) deliberations and then carrying out its advice. The opportunities for conflict were numerous and made the position almost impossible.

The National Director position was left vacant for over half of the Act's life. The primary reason for this was the attitude of George Davidson and Paul Martin. Dr. Joseph Willard who was the Director of the Research and Statistics Division in the Department at the time states that from "...early on neither Davidson nor Paul Martin were very interested (in the program), they were interested in the "big money" (programs)" (Willard, 1977).

Eisenhardt tried on numerous occasions to have powers clarified and funds increased and his undaunted zeal caused further antagonism between the Council and government officials. Sawula (1973:50-51) provides a brief account of a few suspicions some sports writers had of Eisenhardt's intentions. Eisenhardt resigned his position in 1946 blaming the disinterest and lack of support by the Federal government for the difficulties related to implementing the Act (Sawula, 1977:109).

The wrangling between the Council and government created more problems. Davidson, with Martin's support, did not move to fill the Director's position for over three years. The government believed the Council had more powers than they required to carry out the Act. By 1950 all participating provinces were represented by provincial civil servants. This led government officials to believe that

because provinces were spending the money on programs beyond the physical fitness limitations of the Act that the NCPF had become a conduit to channel federal funds into the provinces.

Council members also grew dissatisfied. Kirkpatrick (1954) stated that the only reason the Act lasted until 1954 was because Saskatchewan had a ten year agreement under the Act. Quebec never participated. New Brunswick and Ontario came in late and Ontario was never a strong supporter of the program. After Lee resigned as Director, British Columbia interests were not represented and P.E.I. did not renew its agreement in 1952. The provinces also believed that federal funds should have kept pace with their allocations. See Table 3-3.

Throughout the life of the Act the Council tried to exert its executive powers. In 1950, the Council sought to have its role clarified. The Department of Justice in 1952, ruled the Council had the power to determine its own direction but no power to force the government to carry out its resolutions and allocative decisions. Kirkpatrick (1954) maintains that perhaps the chief problem of the awkward contradictory legislation was that the functions of the NCPF were poorly defined. The Council in its insistence to exert the executive powers it had was, politically speaking, irresponsible and in the final analysis foolish. Ultimately, regardless of the executive authority of the Council, the Department of National Health and Welfare would have to take responsibility for any actions taken by the NCPF.

When the Council forced the issue and "won" the Department simply eliminated funding for the Council's activities from the yearly budget estimates. As the ruling by the Department of Justice questioned the Treasury Board's control over expenditures under the program, the government had little recourse but to rescind the legislation to resolve the intolerable dilemma (NAC, 1967,16:7).

Don Wallace, an aid to Paul Martin, circulated a memorandum to the Members of Parliament citing the reasons for proposing Bill 475 to Repeal the NPFA. The memorandum stated that the NPFA was of "...no concern to Paul Martin ...the Act is a monstrosity...the Council is moribund and there is no enthusiasm [by anyone] for the Act to continue in its present form" (Wallace, 1953). On June 22, 1954, Bill 475, and Act to Repeal the National Physical Fitness Act was passed (Appendix 3-3).

There was no opposition to the Repeal of the Act from organizations, agencies or individuals from within or outside of government prior to June, 1954. Dr. Joseph Willard (1977) in his recollection of the period preceding the Act's repeal states:

George Davidson got into disputes with Mr. Ross who was chairman. They got into a battle as to the executive authority of the Council versus the Department and it was referred to the Justice Department. Following the "schmazle" Davidson decided, and Martin who was Minister was certainly in agreement, that they would get rid of the thing as fast as they could...and they brought in an Act to abolish the first Act.

John A. MacDonald maintains that:

...the situation was of considerable embarrassment for federal officials who came to regard the Council as a provincial body determined to extract more money from Ottawa (West, 1973a,1:16).

Dr. Elsie McFarland (1977) a former Alberta provincial public servant of some renown says that:

Paul Martin got hooked with the Provincial Council that had power to make [executive] decisions....so the only way he could control them was not to give them any money.

Dr. Howard Nixon states the case in stronger terms:

The provinces raped the federal government in the first Act....they couldn't get along... they all wanted to go in different directions... so they [government] dissolved it and provinces like Manitoba laid the whole works off [public servants in Manitoba] and dissolved the total program [under the NPFA].

The above accounts by people knowledgeable about the program and representative of the public and private sectors indicates that there was little support in favour of the Act in law.

MISCELLANEOUS FEDERAL GOVERNMENT INVOLVEMENT IN SPORT

Govenors General

All Governors General during this period expressed an interest in sport but not to the extent of their predecessors such as Dufferin, Stanley, Minto, Grey, etc. In 1947 the NCPF established the National Amateur Athletic Achievement Award to honour Canadians who distinguished themselves in amateur sport. Barbara Ann Scott was presented the first and it appears the only award on December 13, 1947 at Ottawa in recognition of her winning the world, European, North American and Canadian championships. The presentation was made by His Excellency the

Right Honourable Viscount Alexander of Tunis (1946-1952).

The Honourable Paul Martin and Joe Ross, Chairman of the NCPF assisted the Governor General (DNHW, 1948ar:102).

Prime Ministers and Members of Parliament

The Right Honourable MacKenzie King who assumed office again in 1935 and Louis St.-Laurent who succeeded him in 1948 did not express much interest in sport. Routine press releases and telegrams were sent from the Office of the Prime Minister to Canadian individuals or teams winning Olympic, world, regional or national championships. Two noteworthy examples occurred in 1948. In February, 1948 King sent a telegram to St. Moritz, Switzerland to Squadron Leader A.G. Watson, Manager of the victorious Olympic Hockey Team (King, 1947-48). On December 3rd of the same year Barbara Ann Scott's performances had caught the imagination of Prime Minister MacKenzie King. He referred to her triumphs as being events of international significance that "...cleansed our hearts, strengthened our wills and brightened our hope." He states further that sports had an important role to play in all life -- commercial, political and industrial. The attitude of many in government toward sport following the war was expressed by King when he concluded his congratulations to Barbara Ann Scott by saying that competitions "...between nations has helped to substitute rivalry in sports for rivalry in arms" (King, 1946-48).

In May, 1947 M.P. John Diefenbaker speaking in the House of Commons called for an investigation into the conduct and affairs of the Canadian Olympic Association (COA) because of the problems encountered prior to the 1948 Olympics. Consideration was given to appointing an official government representative to the COA because of the "substantial" funding provided to the Association. However, King decided after being assured that "...the members of the Association are reputable and representative citizens..." to leave the responsibility to the COA and the "...less fuss made about the matter the better" (King, 1947-48).

St.-Laurent, it appears, had little interest in sport or recreation. An example of his disinterest was illustrated when the NCPF approached him about the problems facing the Council in 1952, after attempts to get an increased commitment from Paul Martin failed. The Council showed some political naivety in taking this step. Matters, such as the repeal of the Act were discussed in Cabinet and almost certainly Martin had raised the issue with the Prime Minister. St.-Laurent when approached by the NCPF simply heard their case, then referred the matter back to the Minister responsible for the NPFA, Paul Martin. Martin soon thereafter took steps to repeal the Act and render the NCPF inactive. This action received the approval of the government and unanimous consent to repeal the Act was given in the House of Commons in 1954. The St.-Laurent administration was not involved with sport or recreation after 1954 except to fulfill commitments made under the NPFA, which did not expire until March 31, 1955.

The unanimous vote in the House of Commons to repeal the NPFA did not preclude some Members of Parliament from speaking in favour of a government role in sport and fitness. By 1956, concerns began being expressed in the House for a renewal of federal government involvement in sport and fitness. Dion, Goodale and Storey (1974:7) state that prior to passing the FASA in 1961 debates in the House echoed those heard two decades earlier leading to the 1943 Act. Victoria Paraschak's (1978) study which focussed on the process of the formation of Bill C-131 confirms this. Her detailed study identified fitness and international performance as the two major lobbies responsible for influencing the government to pass Bill C-131, An Act to Encourage Fitness and Amateur Sport (Appendix 3-1). Tables 3-8 and 3-9 list the speeches made in the House supporting legislation in fitness and amateur sport respectively by concerned Members of Parliament between 1956 and 1960.

Tables 3-8 and 3-9 show that M.P.s Douglas Fisher (CCF) and John Taylor (Progressive Conservative) and to a lesser extent O.W. Weichel (Progressive Conservative) were the primary movers within Parliament calling for federal government involvement in sport and fitness. Weichel called for a Ministry of Sports and Athletics on January 20, 1959. Taylor and Fisher consistently pushed for the formation of a Canada Sports Council modeled after the Canada Council established in 1957 to support the arts, humanities and

TABLE 3-8

SPEECHES MADE BY MEMBERS OF PARLIAMENT SUPPORTING SPORT: 1956-1960

MEMBER	DATE	INFLUENCED BY	JUSTIFICATION
Mr. Hees	February 20, 1956	-loss to U.S.S.R. and U.S.A. in 1956 Olympic Hockey	-to improve hockey team performance
Mr. McIvor	April 9, 1956	-further losses to U.S.S.R. after 1956	-national prestige, especially during Cold War
Mr. C.E. Bennett	April 10, 1956	-poor athletic performance in the Olympics	
Mr. Douglas Fisher	December 21, 1957	-Mr. Fisher reacted to CSAC Brief	
Mr. Douglas Fisher	May 19, 1958	-funding difficulties for BECG team	-to increase performance of BECG team
Mr. J. Maclean	May 19, 1958	-media coverage of poor funding for BECG team	
Mr. Hanbridge	May 27, 1958	-personal interest in each member	
Mr. A. Smith	July 28, 1958	-proposed bid by Calgary for 1968 Winter Olympics	-investment for tourism -improved status for Canada
Mr. J. Maclean			
Mr. O.W. Weichel	January 20, 1959	-personal interest in hockey -constituents concerned over poor hockey performances	-expressed a need for a Ministry of Sports and Athletes -to increase goodwill among nations
Mr. Houck	January 23, 1959	-supported Weichel	-to ease international tension
Mr. L.E. Grills	January 30, 1959	-hockey funding for Belleville McFarlands to compete in world championships in Prague	-to increase international prestige -to increase opportunities for youth -to develop role models for youth to emulate
Mr. John Taylor	February 16, 1959	-private member's bill citing poor showing in international sport by Canada -media coverage	-proposed a Canada Sports Council, a national sport fund and national coaching school
Messrs. Caron, Fisher, Stinson, Winch, Weidel, Matthews, Grills, Smith, Herridge, Wooliams, Pearson, Maclean, MacDonald	February 16, 1959	-supported Taylor's bill (however, bill was talked out) -realized constituency benefits -media coverage -cited poor physical fitness	-increase national prestige -improved health -social benefits, e.g. decrease juvenile delinquency
Mr. J. Taylor	February 9 and March 2, 1960	-supported Calgary 1968 Winter Olympics bid	-same as above
Mr. Wooliams	March 3, 1960		
Mr. Hamilton	March 3, 1960		
Mr. Weichel	April 5, 1960	-poor hockey team performance in Olympics -concern by constituents over hockey losses	-decrease in juvenile delinquency -proposed school to train olympic athletes and endorsed by Canada Sports Council
Mr. J. Taylor	June 22, 1960	-placed same private member's bill on order paper that was talked out on February 16, 1959	-same as above
Mr. Douglas Fisher	June 22 and 23, 1960	-supported Taylor	-endorsed Canada Sports Council idea and cited sport as a national concern and poor fitness as a national crisis
Hon. J.W. Monteith	June 23, 1960	-reacted favourably to Taylor and Fisher and stated the issue was under review	
Mr. Erhardt Regier	June 23, 1960	-Duke of Edinburgh's speech	-called for the restoration of a national physical fitness program
Mr. J. Taylor	June 24, 1960	-supported Calgary 1968 Winter Olympic bid	-same as above
Mr. Winch	June 27, 1960		
Mr. McFarnale	July 5, 1960		
Mr. A. Smith	July 22, 1960		
Mr. L.B. Pearson	July 23, 1960		
Hon. J.W. Monteith	July 23, 1960		

Sources compiled from: Common Debates (1956-1960, Paraschak (1978:22-28,104), Olafson (1970).

TABLE 3-9
SPEECHES MADE BY MEMBERS OF PARLIAMENT SUPPORTING FITNESS: 1956-1960

MEMBER	DATE	INFLUENCED BY	JUSTIFICATION
Mr. J.E. Brown	January 13, 1956	-CSAC January 12, 1956 meeting -constituent concerns -Canadian survey indicating poor levels of physical fitness -poor standing of Canada in British Empire and Commonwealth Games (BECG) in 1954 -American Kraus-Weber Fitness Report	-health of Canadians -national defence -fitness important in fight for democracy -need for new Act
Mr. Douglas Fisher	December 21, 1957	-CSAC Brief -his own interest in sport -Lloyd Percival's C.B.C. Sports College of the Air -media coverage	-fitness important for war
Mr. H. Grafftery Mr. H.M. Horner Mr. Campbell Mr. Regier	January 26, 1960 February 2, 1960 June 22, 1960 June 23, 1960	-their own and members views -Duke of Edinburgh's speech in 1959 to the CMA -media coverage	-improved fitness leads to an increase in the health of Canadians -one member said it would lead to a decrease in juvenile delinquency
Mr. A.R. Smith	May 25, 1960	-report from Standing Committee on Estimates advocates steps to improve physical fitness -high number of recruit rejections for armed services	-increase fitness of Canadians

Source compiled from: Paraschak (1978:16-17,103).

social sciences (Olafson, 1970:74). Other ideas suggested by Members in the House were a national sports fund, a national sports training school and a national coaching school. Some of these ideas had been expressed earlier by members of the moribund NCPF. Noteworthy are the priorities listed by Mr. A.R. Smith in his positive reaction to John Taylor's February 16, 1959 Members' bill. He cited travel costs for international sporting events, administrative and facility support for the hosting of major events such as the Olympics, other facilities, research, promotion and information and a strict adherence to the principle of self-help as crucial in any new plan or initiative by the federal government in sport. Some interest in sport and fitness was also expressed by a few senators (Paraschak, 1978:16,22-23).

Perhaps the major development leading to the new Act was the Conservative election victory of June, 1957. The Right Honourable John George Diefenbaker became concerned about the fitness of Canadians and had an interest in sport. From an interview with Mr. Diefenbaker in 1973 Dinning (1974:39) states that:

...the former Prime Minister expressed his lifelong interest in the area, and his subsequent concern for the seeming lack of fitness of Canadians in comparison with their counterparts in the more totalitarian political states. This factor was compounded by what Mr. Diefenbaker classified as a poor showing by the Canadian team at the 1936 Olympics in Berlin, which he attended. He came away realizing that although he would never encourage the German model,

something had to be done "not only to promote the fitness levels of the masses, but also to help along the elite athlete striving for international success".

In 1959, as Prime Minister, Mr. Diefenbaker paid an official visit to the team representing Canada in Chicago at the Pan American Games. Mr. Robert Osborne and Allan McGavin, members of the Pan American Games Committee of the COA and officials with the team, met with Mr. Diefenbaker for several hours. The Prime Minister assured both men that "...the next time there is some discussion in the House of Commons concerning support for amateur sport the reception will be quite different" (Olafson, 1970:74-75).

Almost a year later on June 22, 1960 John Taylor re-introduced his private members' bill that was talked out in February of 1959. Douglas Fisher again was a main supporter of Taylor's motion. The Honourable J.W. Monteith, who was soon to become Minister of Health and Welfare, reacted favourably to Taylor's motion and Fisher's comments and stated that the whole issue related to amateur sport and fitness was under review (see Table 3-9).

In the speech from the Throne at the opening of the Twenty-Fourth Parliament, on November 17, 1960 Mr. Diefenbaker fulfilled the promise made in Chicago at the Pan American Games in seeing that mention was made to amateur sport. The speech stated that the Members of the House, "...will be asked to consider means of encouraging the youth of Canada in amateur athletics" (Commons Debates, Nov. 17,

1960:3). Mr. Diefenbaker during the debate on the Speech from the Throne referred to the statement and attributed this new initiative to three honourable members from his own Party, Mr. Oscar Weichel (Waterloo North), Mr. Robert MacDonald (Hamilton South) and John Taylor (Vancouver-Burrard). Obviously if Mr. Fisher had not been a member of the CCF Party opposite he would have been mentioned. The Prime Minister concluded his remarks by stating:

In the field of sports today there are tremendous dividends in national pride from some degree of success in athletics (Commons Debates, Nove. 21, 1960:39-40).

On May 20, 1961 there was an inquiry as to the establishing of a Sports Council. Mr. Diefenbaker replied that when the government introduces legislation related to sport the member would have his answer (Commons Debates, 1961:5098). At a Cabinet meeting on August 16, 1961 the establishment of a national fitness, recreation and amateur athletic program was agreed to, based on the recommendations of the Minister of National Health and Welfare. The Cabinet further recommended that a National Advisory Council on Fitness, Recreation and Athletics be established and five million dollars be allocated to implement the program. On August 26, 1961 Mr. Diefenbaker announced the government's intentions at the opening of the Canadian Hockey Hall of Fame in Toronto (Paraschak, 1978:45-46; West, 1973a,2:14).

On September 22, 1961 the Honourable J.W. Monteith moved that the House go into committee to consider, "...a

measure respecting the encouragement of fitness and amateur sport in Canada" (Commons Debates, 1961:8716). In his speech Monteith referred to the address made by the Duke of Edinburgh before the CMA on June 30, 1959, the CMA-CAHPER joint conference of 1961, activity related to physical fitness at the provincial level - especially in Ontario under the leadership of Mr. Harry Price, and the bid for the 1968 Winter Olympics by the COA (Commons Debates, 1961:8716-8717).

On September 25, 1961 Bill C-131, An Act to Encourage Fitness and Amateur Sport was passed unanimously in the House of Commons. Four days later the Bill received royal assent marking the formal return of the federal government into activities directly related to fitness and amateur sport (Commons Debates, September 25, 1961:8875; Canada Gazette, 1961).

Departments and Agencies

The concept of program bending and the involvement of some departments and agencies in areas related to fitness, recreation and to a much lesser extent sport was discussed previously. The Department of Labour, for example, was interested in recreational programs for the unemployed and new areas of interest for employment of youths. The Department of National Defence maintained their interest in physical fitness after the war but to a much

lesser extent. Both Departments were interested in seeing that veterans from World War II be employed in educational and community physical education and recreational programs. In 1948, the NCPF commended the programs of recreational therapy being conducted in veterans' hospitals and in other public institutions such as mental hospitals, jails and reformatories (DNHW, 1948ar:102). The Defence Department also maintained the physical training programs for persons in the armed services following the war.

The Department of Northern Affairs and National Resources besides their interest in programs for the Territories had an interest in broad recreational programs related to the use of national parks by individuals and agencies such as the Canadian Camping Association and Boy Scouts.

The Department of Secretary of State cooperated with the NCPF to a large extent through the National Film Board. And during this period agency corporations, such as the National Research Council (NRC), the Canadian Broadcasting Corporation (CBC) and the Canada Council showed some interest in sport and physical education. The Canada Council's formation is noteworthy; for its creation by the government in 1957 through endowment and capital grant funds totalling \$100 million became the model that many people used in arguments for a similar council for sport. The terms under which the Canada Council functioned did allow

for grants for physical education scholarship later in the 1960's. However, the amount of funding allocated to sport and physical education was not determined in this study (see Appendix 5).

By 1960, a report of the Department of National Health and Welfare stated that eight departments and two crown corporations were involved in recreation-related programs (cited in Paraschak, 1978:38). This report did not take into account departments or agencies which were involved in sport either directly or indirectly. For example, any Canadian sports team competing in another country, under the name of Canada, must work through the Department of External Affairs in order to be received officially abroad. Also, External Affairs assists in the preparation of passports and other official documents required by a Canadian sports contingent. UNESCO and other United Nations specialized agencies also work through External Affairs. For example, UNESCO distributed their publication The Place of Sport in Education - A Comparative Study through the Department of External Affairs to Dr. Doris Plewes, the Consultant for Fitness and Recreation in the Department of National Health and Welfare at the time. Dr. Plewes in turn distributed the publication to related provincial departments, universities and local recreation departments. She then returned their respective reactions to the UNESCO Department of Education directly, with copies to the External Affairs Department (Department of External Affairs, 1957).

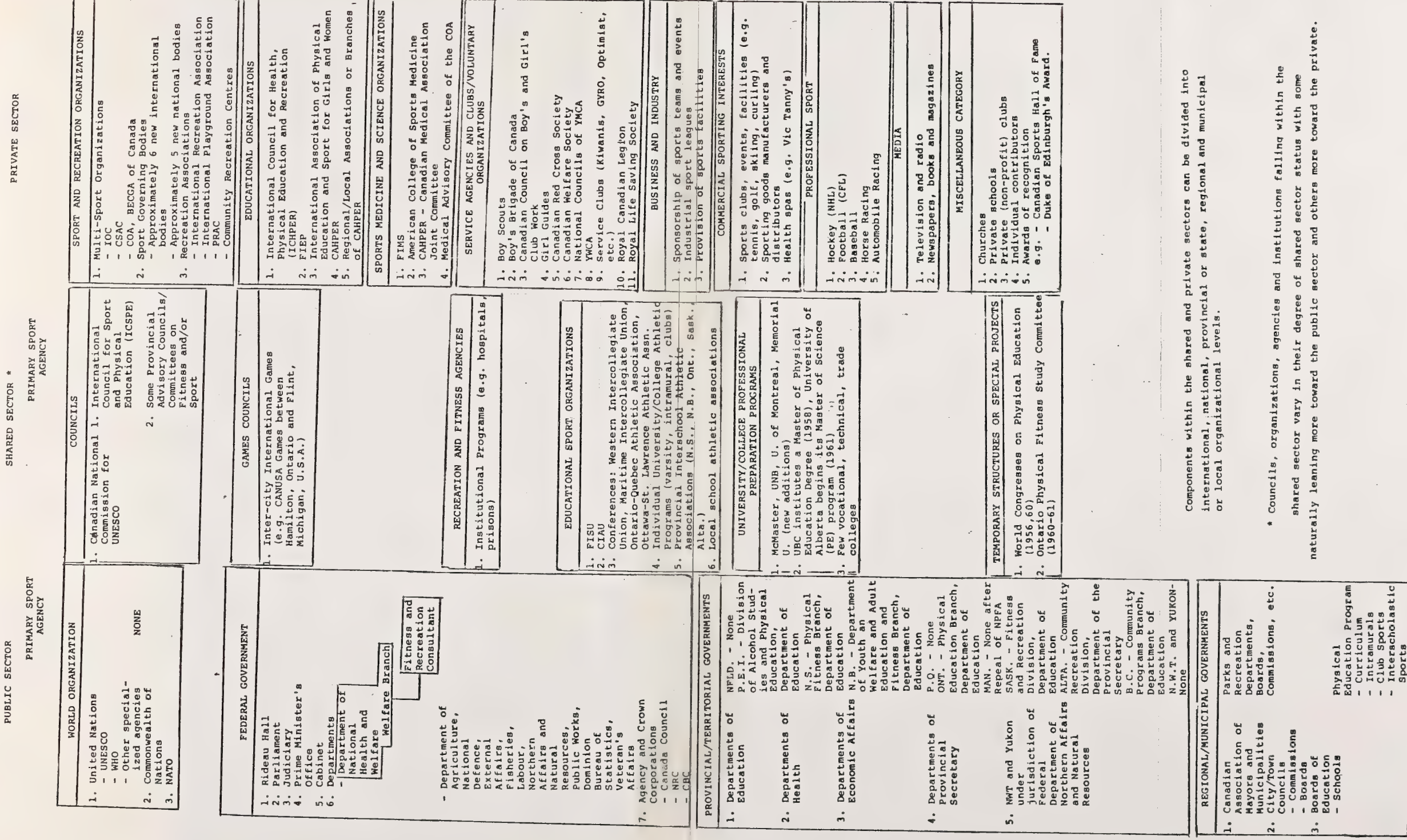
Another illustration of assistance to sport and recreation was mentioned in the first reading of Bill C-131 by the Minister of National Health and Welfare. The Department of Labour prior to the implementation of the Fitness and Amateur Sport Act provided financial assistance for the construction of arenas, gymnasias and other recreational facilities through the Municipal Winter Works Program (Commons Debates, 1961:8717).

EXTRA-FEDERAL GOVERNMENT DEVELOPMENTS
RELATED TO SPORT: 1954-1961

By 1943 the foundations of a sport delivery system in Canada had been established. Developments furthering the sport structuring process between 1943 and 1954 were discussed above in relation to the formulation, implementation and termination of the NPFA. Figure 3-16 shows the sectors and components comprising the sport system to 1954.

Between 1954 and the proclamation of the Fitness and Amateur Sport Act further developments internationally and domestically served to encourage the Diefenbaker Government's initiative taken in the 1960 Speech from the Throne. Figure 3-17 reflects the broadening of the sectors and components of the Canadian sport delivery system to 1961.

DIAGRAM OF THE SECTORS AND COMPONENTS COMPRISING THE SPORT SYSTEM: RELATED TO CANADA-CIRCA 1961



Components within the shared and private sectors can be divided into international, national, provincial or state, regional and municipal or local organizational levels.

* Councils, organizations, agencies and institutions falling within the shared sector vary in their degree of shared sector status with some naturally leaning more toward the public sector and others more toward the private.

International Developments

The United Nations (UN) was founded in 1943 end of World War II.¹¹ In 1946, the United Nations Educational, Scientific and Cultural Organization (UNESCO) was created as one of the sixteen specialized agencies of the UN. By 1978, 144 Member States belonged to UNESCO. The functions of UNESCO "...are to promote peace, human rights and security through international cooperation in education, science, culture, communications and social sciences" (CCU, 1978a:1).

The Canadian Commission for UNESCO (CCU) was established in 1957 as an agency of the Canada Council.

The Commission's role is to serve as a liaison with governments, organizations, institutions and individuals in Canada who are interested in the activities of UNESCO. The Commission cooperates with the UNESCO Secretariat in Paris and with National Commissions in other countries in implementing UNESCO programmes, and advises the Canadian Government, through the Department of External Affairs, on questions relating to UNESCO....The official link in Paris is assured through a permanent Canadian Delegation and a Permanent Delegate and Ambassador (CCU, 1978a:1).

¹¹ The North Atlantic Treaty Organization (NATO) was formed following the signing of the North Atlantic Treaty on April 4, 1949. NATO includes a cultural activities section within its structure (Department of the Secretary of State, 1961:314). Sport has not been afforded much importance within NATO.

The Canadian Commission did not take an active role in sport and physical education until the mid-1970's. These developments are discussed in Chapter 8.¹² The Paris Secretariat, located in UNESCO House, did not designate a person to be in charge of matters related to sport and physical education until after 1970. Prior to 1974, UNESCO left sport and physical education concerns to the International Council for Sport and Physical Education (ICSPE).

ICSPE was founded in Paris on September 27, 1958. The formation of the Council was "...the result of suggestions made at the final plenary session of the World Congress on Physical Education held in Melbourne at the time of the (1956) Olympic Games". The Statutes of the Council were adopted with amendments at its First General Assembly in Rome, on September 12, 1960 (ICSPE, 1972:1-2).

ICSPE is classified as a non-government organization (NGO) and has consultative status "A" with UNESCO. The major source of funds for the operations of ICSPE is received from UNESCO and the Council's membership. The headquarters of ICSPE are at UNESCO House in Place de Fontenoy, Paris, France. The Secretariat of the Council is presently located in the United Kingdom Sports Council offices in London, England (CCU, 1978b; ICSPE, 1972:3).

¹² UNESCO and National Commissions of the world organization usually refer to sport and/or physical education because of the cultural and educational mandate within the UNESCO context.

On September 13, 1960 UNESCO sponsored the ICSPE Rome Congress. At the Congress, Rene Maheu, Director-General of UNESCO, addressed the delegates and presented his views on the relationship of sport to culture. He made a strong case for excellence in sport. He described sport as an integral part in the lives of all people regardless of their socio-economic status. He states that sport transcends all cultural pursuits and touches everyone (Maheu, 1963). Being the Director-General of UNESCO his speech afforded legitimacy and credibility to sport throughout the world. Lou Lefaive (1977) maintains that Maheu's timely philosophical statement served to reinforce the government's inclusion of sport within the FASA a year later. After 1969, Maheu's arguments would be recalled to support the increased federal government commitment favouring sport excellence.

After World War II victory in sporting events took on a new dimension. Wright (1977) states that:

The biggest change in amateur sport as far as the Olympics are concerned followed the Second World War in which all the East European bloc countries were badly defeated. They lost their image as countries and [so] took sport and used it to build up their image and really went after it on a highly scientific basis....I think they copied from Hitler as to what he did with youth movements....These countries decided to do the same in amateur sport and started to do remarkably well in the Olympic Games. I think that has had an impetus on a world basis....

Up to the early 60's the COA did not have any programs, that I'm aware of, that were nationally based toward getting Canadian youth interested in amateur sport and as a result we weren't doing very well.

In 1952 the U.S.S.R. competed at the Olympic Games held in Helsinki for the first time. Lansley related their success as an important psychological factor during the Cold War which developed after World War II.

Once the Soviet Union showed clearly the value of sport as a means of improving international prestige...governments became increasingly interested in developing prestigious international teams (Lansley, 1971:265).

Prestige gained in international sporting events gave increased importance to the Olympics, the Pan-American Games begun in 1951, the British Empire and Commonwealth Games and World Championships.

After the War, Canada fared poorly in international sport competitions resulting in what many Canadians thought to be a loss of prestige and stature on the world scene. In 1954 when the Toronto East York Lyndhursts lost the World Hockey Championship to the Soviet Union by a whopping 7-2 score, Canadians felt truly humiliated and many inside and outside the government started asking questions about the poor results of Canadian athletes. As the government contributed funding to national teams competing in the Olympics and British Empire and Commonwealth Games many within Parliament believed something should be done to

ensure that these teams representing Canada performed up to a higher standard.¹³

Developments in Britain and the United States also served to give heightened awareness to sport and physical fitness. In Britain the Wolfenden, Albemarke and Crowther Reports all contained recommendations "...strongly endorsing the principle of government support for activities related to the encouragement and promotion of physical recreation" (Mathews and Osborne, 1961:4). Doris Plewes circulated recommendations from these reports widely in Canada. In particular, the British Wolfenden Report (Rous, 1960) contained many recommendations similar to those made in the CSAC Brief to the Canadian Government in 1957, thereby reinforcing the Council's argument.

McIntosh shows that the 1952 Olympics' results indicated that the "...average number of points per participation between the rich and the poor [countries] was not so large as expected." This caused concern in many affluent nations particularly in the United States. The concern was heightened in 1953 when researchers Kraus and Weber released their study showing that American children were significantly less fit than their European counterparts (McIntosh, 1971:149-150).

¹³ See Appendix 4 listing government contributions to sport up to 1961.

The findings of Kraus-Weber provoked a series of White House Conferences between June 1955 and July 1956. In the summer of 1955 the sport governing bodies in the United States presented the findings of medical research, showing the poor fitness levels of Americans, to President Dwight Eisenhower (CSAC, 1957:11-12). Following the conferences in 1956 the President was given a report highlighting the Kraus-Weber results which were verified by further research conducted by the American Association for Health, Physical Education and Recreation, AAHPER (CSAC, 1957ar:Appendix 1). The Kraus-Weber findings shocked the United States creating a new wave of interest and concern for physical fitness; the tremors of which were felt throughout Canada (Wilkinson, 1974:27). Eisenhower as a result of the efforts of the American sport governing bodies, medical researchers and AAPHER created the President's Committee on Physical Fitness. In 1960 the new President, John F. Kennedy, re-emphasized the importance of sports and fitness when he said:

.....The President and all departments of government must make it clearly understood that the promotion of sports participation and physical fitness is a basic and continuing policy of the United States. By providing such leadership, by keeping physical fitness in the forefront of the nation's concerns, the federal government, can make a substantial contribution toward improving the health and vigour of our citizens (cited in Mathews and Osborne, 1961:3).

Domestic Developments

The formation and influence of the Canadian Sports Advisory Council. The CSAC was founded on January 20, 1951 as a result of the three conferences of Sport Governing Bodies stimulated by the NCPF in 1949, 1950 and 1951. Following the Repeal of the NPFA in 1954 the CSAC became recognized as the representative body for all sport. In this regard the CSAC can be considered as the primary output of the 1943 Act. However, the sport governing bodies who attended the three sport conferences did so at their own expense and Melville Rogers, who became President of the CSAC in 1955, always maintained that, "...the CSAC was formed by and for Sport" (Rogers, c.1957).

On February 1-2, 1952 the first meeting of the CSAC was held. Attendance by the national sport governing bodies (NSGBs) was poor in comparison to the Third National Conference of NSGBs in 1951 (CSAC, 1952). This can be attributed to the financial constraints of the sport organizations and to the fact that the NCPF was no longer directly involved, thereby reducing the significance of the meeting in the minds of some of the executive members of the NSGBs.

A review of the CSAC 1952 meeting minutes shows that Mr. James Worrall chaired the meeting as the interim President of a provisional executive. Mr. Worrall was President of the AAU of C and a Vice-President of the COA at the time. The Constitution of the CSAC was approved at the

meeting and membership was restricted to NSGBs. Associations like PRAC and CAHPER did not qualify for voting membership. CAHPER after the 1955 CSAC Annual General Meeting, was not that active within the Council, choosing instead to maintain its image as the Association representing concerns related to fitness, health, physical education and recreation. PRAC on the other hand, being a fledgling organization at the time with a membership representing community recreation, chose to remain an active observer. The COA and the British Empire Games Association were given "special consideration". Up until the Repeal of the NPFA the membership in the CSAC was:

- one representative from every NSGB approved by the Advisory Council
- the Past President of the Advisory Council
- Presidents of the Canadian Olympic and British Empire and Commonwealth Games Associations, and
- the Chairman and two other members of NCPF (CSAC, 1952).

A total of 32 people attended the first Annual General Meeting which included 24 delegates representing NSGBs and multi-sport organizations, 4 observers, a representative of the Ontario Government and 2 media persons. Doris Plewes represented the federal government. The major issues discussed other than representation were:

- the geographic and economic problems facing sport to allow a national executive to meet. [The total functioning of the CSAC from January 1951 to February 1952 was carried on through correspondence].

- coordination of sport was discussed.
- a national coaching school was proposed and a submission for \$10 million was made to Cabinet. Cabinet turned down the request but did indicate an interest [Lloyd Percival was a strong proponent of this idea].
- a committee was formed to study the effects of competition on pre-teenage children. There was concern over their exploitation.
- Mr. Worrall proposed that a finance committee be formed, "...made up of the most influential people possible".
- annual awards were recommended for outstanding contributions of individuals, teams and organizations (CSAC, 1952).

As well the 1952 CSAC minutes reflected discussion about the re-classification of Olympic sports. Debate arose over the question of the routing of submissions for international sport representations and competitions. Many believed that the routing for all these submissions should change, such that they would go through the CSAC rather than the COA, or the British Empire and Commonwealth Games Association. This concept later led to the idea of a Canada Council for Sport.

In 1955, under the leadership of Rogers, the CSAC started to become more effective. The CSAC started to take on the role that once was considered to be a function of the AAU of C. For example, the CSAC re-activated the earlier idea of the AAU of C of a Canadian Sports Festival for summer and winter sports during the off year when there was no Olympic, British Empire or Pan-American Games (CSAC, 1955:5,12-resolution vii)., Rogers believed the government would assist the CSAC because of the potential international prestige provided through sport and the national concern for the physical well-being of the citizens of Canada.

In 1957, at the Sixth Annual General Meeting, Rogers spoke strongly in favour of government involvement in sport. In the same year the Executive of the CSAC drafted the "Brief...Concerning the Problems Arising from Physical Fitness Deficiencies in Canada" and presented it to the Honourable Paul Martin (CSAC, 1958:3). This strategy was very similar to the one employed by the American sport governing bodies in 1955 when they approached the United States Government for assistance. On January 17, 1958 the Brief was again presented to the Government of Canada through the new Minister of National Health and Welfare, the Honourable J.W. Monteith. Melville Rogers reported to the delegates present at the Seventh Annual General Meeting of the CSAC as follows:

On Friday, January 17, 1958, our Brief was presented to the Honourable J.W. Monteith, Minister of National Health and Welfare. Accompanying me were, Mr. K.P. Farmer, President of the Canadian Olympic Association; Mr. J.W. Davies, President of the British Empire and Commonwealth Games Association of Canada; Mr. W.G. Clark, President of the Canadian Amateur Ski Association; Mr. J.A. Dulude, President of the Parks and Recreation Association of Canada. The Minister was accompanied by Dr. George F. Davidson, Deputy Minister of Welfare for our interview.

The Honourable Mr. Monteith was, I think, impressed with our presentation and particularly interested in our proposals re "National Coaching Schools" based on the 'quota-multiplying' principle and which was proposed some five years ago in full detail by this Council.¹⁴ He suggested further conferences with him about this.

¹⁴ See Rogers (1953).

Dr. Davidson was not convinced that our government should give direct support to Sport but felt he might support projects which were under the aegis and control of a body which represented all sport in Canada.

All in all, I felt that Mr. Monteith was most sympathetic to our aims. We should keep going forward making the public more and more aware of the need of doing something about the state of physical fitness of our Canadian people, particularly our youth (CSAC, 1958:10).

The Brief was later circulated to all Members of Parliament, NSGBs, interested individuals and organizations whose endorsement the CSAC sought. In the covering letter accompanying the Brief, Rogers stated that, "...the facts, figures and arguments speak for themselves...may we see active support" (Rogers, 1958). In 1958 the Council proceeded quietly to press its case as there was no apparent action taken on the Brief by Cabinet. During the year a Committee composed of Rogers, J.H. Histed - President of the AAU of C, Dr. Plewes and Dr. William Orban, who helped to write the Brief, met with several senior officers of the Canadian Legion and other large associations to gain their support.¹⁵

¹⁵ Organizations approached to endorse the Brief were the Canadian Council of 4H Clubs, Canadian Home and School and Parent Teachers Federation, Canadian Labour Congress, Canadian Legion B.E.S.L., Canadian Manufacturers Association, CMA, Federated Women's Institutes of Canada and Life Underwriters Association of Canada (CSAC, 1958:11).

The Brief itself outlined the objectives of the CSAC and provided arguments showing that Canadians were moving toward a "mechanical age" lifestyle contributing to heart disease, obesity, mental health and premature aging. The issues and concerns were emphasized by relating physical fitness deficiencies to the economic cost of poor health. Sport was closely linked to national prestige, defence, production and culture. The arguments were supported by research (CSAC, 1957).

According to the CSAC, Canada's "National Fitness Problem" could be resolved by filling two immediate needs 1) places to play, and 2) national coaching schools. The lack of money was clearly stated as "the" problem. And to counteract arguments made by Paul Martin and George Davidson earlier, the Brief made the case for assistance to the communities to provide better recreation opportunities, outlined the delivery strengths of NSGB's and stated the need for coordination between the federal and provincial governments in sport and recreation (CSAC, 1957:13-15). The recommendations contained in the Brief later served to form the basis of the FAS program and some of the major principles of the 1961 Act. Other recommendations made in the Brief relate to issues confronting the government and sport today. As the recommendations relate to developments concerning the Task Force Report on Sports for Canadians, the P.S. Ross Report and other reports to be discussed later they are listed here:

Recommendations from the CSAC Brief

1. That the Government of Canada review such services as contributed to the development of physical fitness, which are currently provided through various government departments; and that they explore ways and means of coordinating and correlating these services so that they are as effective as possible; and that they add such offers as may be required to meet the needs of an all-out, nation-wide physical fitness programme.
2. That the Government of Canada, using all the media at its command, conduct a vigorous informational and educational programme to familiarize the people of Canada with the importance and value of personal physical fitness and the ways and means of attaining it.
3. That, at the earliest possible opportunity a Dominion-Provincial Conference be called to discuss this problem in all its aspects.
4. That sympathetic reconsideration be given to our earlier submission requesting the establishment of National Coaching Schools on the "Quota-Multiplying" basis.
5. That serious consideration be given to ways and means of enabling municipalities to establish in perpetuity, adequate recreation areas as an integral part of their re-development projects.
6. That, since no single operating group or profession can successfully do the overall job alone, the Government of Canada coordinate all potential contributing agencies, such as the CSAC (a delegate body representing National Sport Governing Bodies), Recreation Agencies operating at the community level, medical and scientific personnel whose professional interests are closely related to the development and maintenance of Physical Fitness, and that this coordinating body be charged with the responsibility of:
 - (a) investigating the adequacy or inadequacy of sports and recreational facilities and personnel required to provide adequate opportunities for all people of Canada (who desire to do so) to participate in physical activities which contribute significantly to the development of better than average physical fitness.

- (b) sponsoring research projects directly related to the development and maintenance of physical fitness and its improvement, and that such projects include basic research in the medical and scientific aspects of sports medicine.
- (c) providing technical information and consultative services for the use of agencies operating physical activity programs which contribute significantly to the physical fitness of the people of Canada; and
- (d) that adequate funds be allocated for these purposes, with a definite commitment being made for at least a 5 year period (CSAC, 1957:17).

On June 30, 1959 the Duke of Edinburgh furthered the cause of the CSAC in his address to the CMA which was largely based on the findings contained in the Brief. President Rogers reported to the Ninth Annual General Meeting on January 16, 1960 that "...we are fortunate in having Prince Philip's support and interest" (CSAC, 1960:4). After his speech to the CMA the Duke rode the train back east with the Honourable J.W. Monteith. During the trip His Royal Highness impressed upon the Minister the importance of physical fitness. Within a week after their conversation Prince Philip forwarded more information on fitness to Monteith as he had promised. Later in 1961, at the Tenth Annual General Meeting of the CSAC Monteith recalled the story indicating to the media how impressed he was by the Duke of Edinburgh (Westwick, 1961).

At the 1961 Annual General Meeting of the CSAC, Members of Parliament, the Deputy Ministers of Health, Dr. Cameron and Welfare, Dr. Joe Willard and the representatives

of most of the sport and recreation associations attended the speech given by Mr. Monteith which outlined the intentions of the government with respect to fitness and amateur sport. In his speech, which was similar in content to the one he would make in the House during the first reading of Bill C-131, he reiterated many of the arguments outlined in the CSAC Brief supporting government involvement in sport and fitness. He referred to the poor showings by Canadian athletes in international sporting events, Prince Philip's speech and to President Kennedy's remarks in Sport Illustrated of the same year, provided to him by Matthews and Osborne in 1961. He referred to the delicate relationship in the area of fitness and amateur sport that the federal government would have to consider in discussing possible programs and financial assistance with the provinces. He stated that if the government was to become involved it would have to be consistent with our federal system and not modelled after those developed in totalitarian states. The "three over-riding objectives" he outlined are significant especially as they relate to the present objectives and policies of the government. They are:

1. To encourage all Canadians to participate in such sports and games as meet their individual tastes and needs.
2. To foster the conduct of games in such a way as to ensure personal satisfaction to the participant under conditions which are socially constructive and at the same time which will develop desirable character traits and physical capabilities, and

3. To encourage talented athletes in their pursuit of excellence (CSAC, 1961, Appendix A).

On September 22, 1961 Mr. Monteith presented Bill C-131 for the first reading (Commons Debates, 1961:8716-8718).

Other developments. During the 1943 to 1961 period there were two distinct eras of sport development in Canada.

Figure 3-16, in contrast to Figure 2-6, reflects some of the significant changes within the sport delivery system that took place by 1954. From 1943 to 1954 the federal government's presence at the national level was noticeable but not overbearing. Early pronouncements by Eisenhardt suggesting a heightened involvement by the government in sport were quickly rejected by more senior federal officials, rebuked in the press and frowned upon by national executives of most sport organizations. After Major Eisenhardt's resignation as the National Director of Physical Fitness and Chairman of the NCPF in 1946, neither the Council nor the government expressed any desire to be directly involved in sport.

The Third National Conference of Sport Governing Bodies in January of 1951 and the subsequent formalization of the CSAC a year later marked the closing of this era and the beginning of a new one with respect to sport. The decline of the NCPF culminated by the repeal of the Act in 1954 ended the first legislated federal involvement in matters related to sport. Figure 3-17 illustrates the changes that took place by 1961 in the sport system. Throughout the entire period, from 1943 to 1961, sport at the national level remained under the complete control of the private sector. The following is a brief summary of some of the other major developments in Canada during this period.

1. Sport. After the Second World War international governing bodies for specific sports continued to develop. Between 1943 and 1954 approximately thirteen new international sport governing bodies were created, between 1954 and 1961 six more were formed. Single sport national governing bodies continued to organize in order to affiliate directly with the international organizations. Between 1943 and 1961 fifteen new NSGB's were formed in Canada (refer Appendices 6 and 9). Most sought autonomy from the AAU of C thereby diminishing the influence of the Union.

The AAU of C also was losing the war between the professionals and the amateurs. During World War II, as in World War I, the facts show that professionals and amateurs could compete together without any fear of corruption. Throughout the 40's and 50's amateurs lost even more prestige in the public eye because of poor showings at major international events, especially in hockey. As the professional sports teams gained in stature the decline of the AAU of C became inevitable (Lansley, 1971:262,265).¹⁶

Another factor that weakened the AAU of C was the autonomy gained by the COA in 1948. From about 1937, a great deal of criticism had been hurled at the COC by the public-at-large and some government officials. The COC had come to be perceived as a self-perpetuating old boys' club. In 1948 steps were taken to **enlarge** the Executive of the COC so that all regions of Canada could be represented. At the

¹⁶ Also see Cosentino, 1973 for a good account of this amateur-professional problem.

same time the IOC was encouraging each country participating in the Olympics to form independent committees. These autonomous Olympic committees would have the entire responsibility for Olympic affairs within each respective country. By 1948 members of the AAU of C conceded that the COC should become an independent body and by 1950 a new constitution was adopted, officers elected, and the name changed to the Canadian Olympic Association (COA). The COA's first President was Ken Farmer. James Worrall was its first Vice-President. On January 3, 1952 the COA's Letters Patent were approved by the government giving it corporate status and officially severing it from the AAU of C. (COA, 1976:Booklet I; COA, 1963; Crocker, 1953:14). Morris Bruker, Past President of the AAU of C, in an interview with Keith Lansley expressed the opinion that:

...international acceptance of the Olympic ideal and the policies which accompanied Olympic participation, were responsible for a "reshuffling" of sporting alliances and once the AAU of C lost control of the Olympics it was doomed to extinction (Lansley, 1971:262-263).

The COA however, played a lesser role than the CSAC up to 1961. The reasons for this were that many individuals being founders and executive officers of both organizations visualized the role of the CSAC as being the spokesman for all sport thereby having a broader perspective than the COA (CSAC, 1958 and 1959). Also, Wright (1977) indicates that

prior to 1961 the COA was severely hampered by the lack of funds and had its hands full in selecting teams and trying to strengthen its weak training development program for athletes aspiring to compete in the Olympic Games.

The other multi-sport organizations continuing to evolve more during this period were the British Empire Games and Pan-American Games organizations. By 1961 the British Empire Games Association changed its name to the British Empire and Commonwealth Games Association of Canada (BECGA). And in 1955 the Pan-American Games Committee of the COA was formed to select Canada's initial entry into the Pan Ams at Mexico City (Howell and Howell, 1969:147).

2. Recreation. The most significant development in recreation within the private sector at the national level occurred in 1945 when the first national organization in Canada which specifically related to recreation was founded. The Parks and Recreation Association of Canada (PRAC) grew out of meetings held by the Ontario Parks Association. In 1947 PRAC was incorporated under Federal Charter (McFarland, 1970:70), and by 1949 in cooperation with the Canadian Association of Mayors and Municipalities and the NCPF, PRAC initiated a national survey to examine the administration of recreation in communities throughout Canada (Figure 3-15). In 1956, the International Recreation Association was formed in which PRAC became a corresponding member. The PRAC also became associated with the International Playground Association (IPA) founded in 1961 (Glassford and Redmond, 1979:151). Today the CPRA, which was formerly PRAC is the Canadian servicing agency for the IPA (Neider, 1977).

PRAC's membership was essentially made up of persons working at the community recreation level in Municipal Parks and Recreation Departments, Commissions and Boards and private sector community centres, clubs, leagues and playground associations (Neider, 1977). As late as 1957 there were only a handful of people in the field educated solely in community recreation. Most either had worked their way up the system without a degree or were trained in physical education. There were very few programs for the training of recreation personnel (Brown, 1957). By the end of the 1950's most urban communities had established recreation departments and their staffs were upgraded through extension courses (Blackstock, 1977).

At the provincial level after 1954 only two provinces, Alberta and British Columbia, maintained a community recreation emphasis. In Alberta, between 1955 and 1959, a community Recreation Bureau was organized within the Cultural Activities Branch of the Department of Economic Affairs. In 1959 the Bureau became the Community Recreation Division within the Recreation and Cultural Development Branch of the Department of the Provincial Secretary (Baka, 1978:156-157). The old Pro-Rec Program in British Columbia was reorganized in 1953 as the Community Programs Branch. Despite the fact that its focus was recreation, this Branch remained organized under the jurisdiction of the Department of Education until 1963 (Baka, 1978:53-55).

Programs in the other provinces either narrowed their scope to physical education or were terminated. Nova Scotia, Ontario and Saskatchewan maintained programs within their Departments of Education after 1954 and into the 1960's. New Brunswick's Division of Physical Education and Recreation within the Department of Education existed from 1947 to 1960. In 1960 it became the Adult Education and Fitness Branch within the same department. A year later, in 1961, New Brunswick also established the new Department of Youth and Welfare with responsibilities in sport and recreation, splitting the two areas away from the jurisdiction of the Department of Education (Spicer, 1965). This signaled a trend that would become obvious by the end of the 1960's. From 1952, when P.E.I. dropped out of the National Physical Fitness Program, the program in that Province became very weak and by 1954 it was non-existent. In 1960 P.E.I. established a program within the Division of Alcohol Studies and Physical Education under the Department of Education. After the Repeal of the NPFA in 1954 Manitoba terminated their program. No structured programs existed in Newfoundland, Quebec or the Territories until after 1961 (McFarland, 1970:58-59; Public Archives, 1977c; Spicer, 1965; Zeigler, 1954:16).

3. Education. In the few years prior to 1943 the CPEA became recognized as the professional body for the

field in Canada. The CPEA had grown in stature because of the influence it had upon the 1) creation and implementation of the NPFA, 2) creation of professional degree programs in universities and the 3) development of facilities and broader physical education programs within the schools. By 1946, the CPEA with the cooperation of the NCPF developed local branches within every province in Canada (Blackstock, 1977; Plewes, 1946). In some provinces, provincial physical education associations developed and coordinated their efforts with the CPEA. Robert Jarman, President of the CPEA at the time states that the CPEA was:

In the forefront in the struggle for a federal fitness plan, it has seen the scheme launched and is ready and eager to do all in its power to implement the scheme throughout the Dominion. As a professional association, whose members are in close contact with the problems in the field, it feels it is a qualified body to give guidance and assistance in the administration and the practical application of the act (Plewes, 1946).

In 1948 the CPEA changed its name to Canadian Association for Health, Physical Education and Recreation (CAHPER) to reflect the interests of its membership in the three fields. In 1950, the Association was incorporated (CAHPER, 1979a:3). By 1952 it developed a professional registry of members which served to signify expertise in one or more of the three fields. As there were few graduates of degree programs working in physical education and/or

recreation positions at the time the registry certificate became the first document used by many who sought employment in community recreation and education to verify their knowledge and experience.

When the NPFA was repealed in 1954, CAHPER was the only organization to react to the government's decision in a Brief (CAHPER, 1954). The CAHPER executive put forward a positive argument favouring government involvement in sport, recreation and fitness without criticizing the government's repeal of the Act. The Honourable Paul Martin met with CAHPER to discuss their Brief. The case put forward by the Association had an impact on the government's decision to retain the Fitness and Recreation Consultant's office, occupied by Dr. Plewes, within the Department of National Health and Welfare. Through its actions, CAHPER consolidated its position as a leader in sport, fitness and recreation in Canada (Sawula, 1977:156-157,160).

But not all scholars of the period are in agreement with respect to CAHPER's role. Paraschak (1978:12) maintains that CAHPER did little to encourage or promote government involvement in fitness from 1954 to 1959. A review of CAHPER Bulletins and Journals of the period appears to contradict the conclusion of Paraschak. However, CAHPER did attend only a few CSAC meetings prior to 1960 and appeared to have relinquished the leadership role to the Canadian Sports Advisory Council.

In 1959, when Gord Wright became President of CAHPER, the Association became more visibly active in influencing the government to institute a new act (Paraschak, 1978:12). On April 14, 1961 the Association submitted a "Brief on the Physical Recreation Needs of Canadians" to the Honourable J. Waldo Monteith reinforcing many of the arguments put forth in the CSAC Brief (Wright, 1961). The CAHPER Brief made a strong case for government involvement in leadership and recruitment training, research and the creation of a Canadian Council of Physical Recreation.

The CAHPER Brief supported the CSAC concept of a Council of representative organizations. The Brief stated that the Council

should be a federated body representative of voluntary groups already organized and operating on a national basis....At the present time, we see the following Associations cooperating with the federal government....1. Canadian Association for Health, Physical Education and Recreation, 2. Parks and Recreation Association of Canada, 3. Canadian Sports Advisory Council, 4. Canadian Youth Hostels, 5. The Canadian Legion, 6. Amateur Athletic Union of Canada, 7. Canadian Intercollegiate Athletic Union, 8. National Council of YMCA and YWCA, 9. Canadian Camping Association (Wright, 1961:4-5).

The Brief also suggested that there be an administrative centre to house the proposed Council. CAHPER maintains that in sport and physical recreation, there was a:

...lack of leadership, overlapping, misuse of facilities, "empire building" and competition

for the same people. We firmly believe that a minimum expenditure of money could stimulate national organizations to coordinate their efforts and thus provide the leadership similar to that provided in England through their Council of Physical Recreation and their "Outward Bound" Centres. (There is a) need for a central clearing house under one roof such as a partially used military centre....The provision of such a centre with operating costs shared between federal and provincial governments and operating agencies would provide the essential team-work that would develop a programme of physical recreation so badly needed to utilize the ever-increasing leisure time....This step is essential before professional and lay organizations can begin planning what will be practical and within reasonable financial limits (Wright, 1961:4-5).

In general during the 1950's there was a further expansion of physical education programs in the schools. Physical education became more accepted as a subject and specialists in the area started to be hired within the schools. Physical educators also began to guide the interscholastic and intramural programs that existed for years within the schools. By 1961, physical education taught in the classroom, intramurals and interscholastic sport were considered as the components of a sound physical education program. New schools that were built in the late 1950's began to include more gymnasias, bigger playing fields and in some cases swimming pools. School competitions increased in the traditional sports and were begun in other sports such as "...gymnastics, wrestling, water polo, soccer and volleyball" (Cosentino and Howell, 1971:68). These developments were followed by the creation of provincial interscholastic athletic associations in Nova Scotia, New

Brunswick, Ontario, Saskatchewan and Alberta (Beach, 1963).

However, school programs were considered weak and there were virtually no elementary school physical education programs as we know them today. Paraschak (1978) concludes that the poor fitness of Canadians could be attributed to poor physical education programs. She states that:

The cry for improved physical education made by Prince Philip reinforced a Royal Bank of Canada Newsletter, published in January, 1958, which pointed the finger squarely at physical education programmes in Canada (Paraschak, 1978:12).

This problem was recognized earlier and the need for more physical education teachers led to an expansion of university degree programs between 1954 and 1961. McMaster, University of New Brunswick, University of Montreal and Memorial University all began degree granting programs prior to the formulation of the new FASA (Meagher, 1965:69). In 1958, the University of British Columbia instituted the first graduate program in physical education at the Masters level and this was followed in 1961 by the University of Alberta Master of Science degree (Howell, 1965:268,273).

Seemingly, university sport improved with the growth of the professional physical education programs. The Canadian Intercollegiate Athletic Union (CIAU) was established as a national entity in 1961, when the Western Intercollegiate Athletic Union, the Ottawa-St. Lawrence Athletic Association, the Ontario-Quebec Athletic

Association and the Maritime Intercollegiate Athletic Union merged to form one organization. After 1961 each organization retained jurisdiction for intercollegiate competitions within their geographical boundaries. The new CIAU became responsible for national intercollegiate championships. Up to 1964 only hockey, basketball and cross-country championships were held under the sanction of the CIAU (Wynne, 1965:180-181).

Internationally, the International Council on Health, Physical Education and Recreation (ICHPER) was founded in 1958 at the World Confederation of Organizations of Teaching Professions in Rome. (CAHPER was one of the founding organizations.) This Association holds congresses every odd year and schedules geographical and specialized meetings on the even years. The purposes of ICHPER are to:

...bring together teachers, administrators, leaders, national departments of physical education, and related professional associations....The ICHPER collaborates at an international level with national and international organizations for health, physical education, sports recreation and education; with national departments of physical education and sports; with schools, institutes and universities; with related international agencies such as UNESCO, FAO, WHO and UNICEF....(ICHPER, 1979).

By 1961 the International Association of Physical Education and Sport for Girls and Women (IAPESGW) was in its embryo stages as a result of world congresses in the late 40's and 50's focussing on the promotion and encouragement of females in sport and physical activity.

4. Sports medicine and science. Prior to the 1950's the only body in Canada related to sports medicine and science was the Medical Advisory Committee of the COA. In 1954 the American College of Sports Medicine was founded and many Canadians joined. Until 1967 this was the only way a Canadian could gain an affiliation with FIMS (Merriman, 1967).

The International Federation of Sports Medicine (FIMS) established in 1928 was recognized by the IOC as the international coordinating body for sport science and medicine in 1952. About a year later the World Health Organization (WHO) of the United Nations also gave their recognition to FIMS. In 1961 an International College of Sports Physicians was created under the umbrella of FIMS to assist the Special Scientific and Interfederal Commissions of the organization comprised from the Council of Delegates. The Council of Delegates was made up of forty-three countries and national organizations by 1971. In the same year the International College of Sports Physicians began to publish the Journal of Sports Medicine and Physical Fitness (La Cava, 1971).

Between 1894 and 1930 there were nine Olympic Congresses held under the auspices of the IOC. These Congresses dealt with sport pedagogy, hygiene, physiology, psychology and problems related to the Olympic Games (Monev, 1971:119-120). Although World Congresses on Physical

Culture (1949, 1952) and Physical Education (1956, 1960) were held these were not under the direct sponsorship of the IOC. The tenth Olympic Congress, according to Nonev (1971), was not held until 1973 in Sofia, Bulgaria. In 1961, the International Olympic Academy of the IOC began to host summer meetings related to the sport sciences (Bennett, Howell and Simri, 1975:24). Similar functions were also held in conjunction with the Pan-American Games from 1951.

ICSPE, the UNESCO related body, founded in 1958 had a scientific orientation and came to be considered as the research-discipline organization in sport and physical education. The committee structure of ICSPE through the years reflects this orientation. In 1978, ICSPE had committees on Sociology of Sport, History of Sport and Physical Education, Working Group for the Construction of Sport and Leisure Facilities (IAKS), Research Group on the Biochemistry of Exercise and the Working Group on Sport and Leisure (Landry and Orban, 1978:viii). ICHPER, as a consequence of ICSPE's thrust, has come to be regarded as the international professional-pedagogical organization in physical education.

Prior to 1961, with the exception of the 5BX program and Canadian Physical Efficiency Tests, American research dominated thought and developments in Canada (CSAC, 1958:5; Orban, 1965:241). Howell (1965:249) underlines this fact when he names twenty-four researchers, all Americans, as

being the most influential persons in regards to "...the scientific spirit of progression on this continent..." Up to 1964 the few Canadians who were trained as researchers in sport and physical education all received their Ph.D. degrees from American institutions. In,

...1950, there were only four physical educators in all of Canada with doctoral degrees. By 1958, there were twelve, and by 1964, more than fifty (Howell, 1965:250).

Blackstock (1977) states:

...as more people went to [and returned from] the United States' schools of education, coaching training improved...and scientific persons, especially physiologists, upgraded our university faculties...[and] we knew better what was happening [to the body] when people were active....so we could shape our coaching with that knowledge, which tended to increase the participation and excellence in some sports ...track and field for one.

Despite this, by 1953, a Canadian was already well known internationally for his knowledge in fitness and sport. Lloyd Percival, probably more than any other individual, had the most impact on creating a public awareness for improved fitness during the 1950's, through his radio show "Sports College of the Air". Percival, a man before his time, advocated many of the scientific principles fundamental to sport science today (Hudson, 1974). An organized thrust in sport and physical education research did not begin to occur until late in the 1950's.

On March 4-5, 1961, CAHPER and the CMA held a Joint Conference as a result of the concerns raised by the Duke of

Edinburgh in his 1959 speech to the CMA, and an increasing awareness of the need for research in the field of physical fitness and recreation (CMA, 1961a). This Conference was cited in Mr. Monteith's introduction of Bill C-131 to the House of Commons on September 22, 1961 (Commons Debates, 1961:8717). In June of the same year CAHPER formed a Research Committee at its Biennial Convention held at McMaster University (Howell, 1965:250). This Committee began meeting with the CMA in November of 1961, to further sport and physical education research and to influence the implementation of the Fitness and Amateur Sport Act (CMA, 1961b).

This Joint CMA-CAHPER Committee reviewed opinions expressed in the House of Commons during the debate prior to the passage of the Act in September, 1961. The Committee forwarded a letter to the Minister of National Health and Welfare "...asking that representatives from the CMA and CAHPER be appointed to the [new] National Advisory Council". As well the Committee outlined "...logical priorities for the National Advisory Council to consider when it is established" (CMA, 1961:1). The priorities were:

- 1) A survey should be carried out to determine available leadership, available facilities, and the percentage use of those facilities in each municipality in the country....
- 2) Regional conferences should be held for the training and development of leaders....
- 3) Regional clinics for specific sports are required e.g. swimming, wrestling, track and field. It was suggested that top-level

instructors from Canada and/or abroad be engaged to conduct such clinics.....

- 4) Bursaries designed to attract high school graduates to study Physical Education and Recreation.....it was agreed that the most important qualification for a candidate should be his potential leadership rather than academic ability...
- 5) The need for research.....
- 6) A general discussion on competitive meets indicated that these should not be a major facet of any program. It was agreed that competition had a tendency to dramatize and overly emphasize the superior athlete to the exclusion of a broadly based program of physical fitness for the general population.
- 7) Increased facilities for sports and physical recreation are required.....(CMA, 1961:1-3).

The CAHPER-CMA Joint Committee continued to exist as the sport science group in Canada until the Canadian Association of Sports Sciences (CASS) was founded in 1967.

5. Service agencies, clubs and voluntary organizations. The development and/or contribution of a number of service agencies, clubs and voluntary organizations whose sole purpose was not related to sport have already been mentioned previously in Chapter Three and above in connection with the program of the NCPF and other organizations. Farina's (1965) account of private agencies outlines many of the contributions by these organizations up to 1964. A few other noteworthy contributions are listed below:

(a) In 1947 individual Boys' clubs were organized into the Boys' Clubs of Canada (Boys' and Girls' Clubs of Canada, 1979:5).

(b) Orban (1965:245-246) gives a brief account of the Royal Canadian Legion's involvement prior to 1961. Before 1958 the Annual Legion Track and Field Meet was well established at the Canadian National Exhibition (CNE). In 1958, Dr. Bill Orban and Dr. Doris Plewes under the auspices of the Royal Canadian Air Force conducted the Canadian Physical Efficiency tests on the participating athletes at the CNE meet. The results of the test stimulated the Legion to search for a practical national fitness program. Stan Spicer developed an easy to administer fitness test for the Legion in 1959. His test coupled with sports efficiency programs "...gave birth to the Starshooter program". This program from 1959 to 1964 involved 10,000 school children annually. Later this program, due to the lack of finances, was dropped in favour of the Legion track and field clinics conducted throughout Canada. (Orban, 1965:245-246; Spicer, 1965:18).

(c) In 1945 the Canadian Red Cross Society became involved in aquatic programs as a result of its search for a peacetime role for its divisions. The Royal Life Saving Society encouraged the Red Cross and in the same year the Canadian Red Cross Water Safety Service was founded. As well as trying to reduce drowning deaths, the Service promoted health through exercise. Soon after divisional directors were appointed in every province (Berridge, 1970:18).

(d) The Recreation Division of the Canadian Welfare Council was involved in recreation in the 1930's through to the end of the 1950's. In 1947 it was invited, along with other voluntary and service agencies, to the National Conference on Recreation planned by the NCPF (DNHW, 1947). Dion, Goodale and Storey (1974:12) show that the Division was prominent in the 1950's. By 1957 though, the Recreation Division ceased to exist as members of the Canadian Welfare Council believed that associations such as the PRAC, CSAC and CAHPER were effectively fostering developments in recreation (Loyer, 1980).

(e) The National Advisory Council of Service Clubs of Canada became involved in assisting the NCPF to promote the national program up to 1952. Individual service clubs continued to run their own community programs and local sports clubs and leagues. Cosentino (1973) shows how the service clubs and professional sport cooperated for each other's benefit.

He states:

Among the Socio-Charitable groups, the publicity generated serves to heighten the stature of the [professional] player, club and league involved as well as the work of the organization involved. Service groups such as the Kiwanis, Optimists, Kinsmen, Big Brother, as well as campaigns conducted by Easter Seals and similar groups, usually have a good cause for which to raise money. In operating a "Sports Celebrity Dinner", selling raffle tickets featuring season tickets or Grey Cup tickets as prizes, or guaranteeing a Club a sum of money for a block of tickets so as to sell

the tickets at a price to earn money for the charity, the organization identifies itself with the recognized expertise of the professional organization thereby benefitting both parties in the process (Cosentino, 1973:412-413).

Of course the YMCA, YWCA, Boy Scouts, Girl Guides and other organizations listed in Figures 3-16 and 3-17 continued to play prominent roles in the development of broad based sport-related programs.

6. Business, Industry, Commerce and the Media.

Technological developments continued to improve throughout this period. Both the 1957 CSAC Brief and the 1961 CAHPER Brief mentioned that new innovations and developments such as television and improvements in transportation contributed to a sedentary life style and a decrease in the fitness of Canadians.

National, provincial and local teams relied heavily on commercial sponsorships as funds from governments were scarce. Osborne (1976) states that prior to 1961 some teams (national and provincial) were funded totally by commercial sponsorship and "...were not properly equipped, trained or identified as Canadian". For example, in 1947, the COA requested \$35,000.00 from the federal government to assist with travel costs to the 1948 Olympics totalling \$125,000.00. The COA had to raise the difference from provincial governments, private companies and Olympic Trial gate receipts (King, 1947:C214241). This type of predicament existed for the COA well into the 1960's (COA, 1963).

Cosentino (1973:407-4120 shows the relationship between the professional sports promoter, and the new electronic media. In Canada, the Canadian Broadcasting Corporation was begun in 1936 (Department of the Secretary of State, 1944:444). By the 1940's sport broadcasts were popular across Canada. Toward the end of the 1950's television's potential for sport was being recognized. Commercial sponsorship telecast and broadcast professional sporting events soon became big business. Later in a disorganized and random way amateur sport followed the lead of professional sport and began to seek out sponsors. However, amateur sports were slow to learn that companies such as Imperial Oil, Molson's, Labatt's or the Canadian Pacific Railway were businesses first and "...if they thought for five minutes that (their sponsorship) wouldn't be a success or wouldn't help their business, they'd drop it" (McFarlane, cited in Cosentino, 1973:411).¹⁷

By the end of the 1950's the media contributed a great deal to the development and promotion of sport. The Grey Cup and the NHL playoffs became yearly rites. The newspapers throughout the period were quick to criticize sport and fitness developments, influence or underline significant positive events. In 1946 Lloyd Percival launched his "Sport College of the Air" to promote sport

¹⁷ Cosentino (1973:410-420) gives a good account of commercial involvement in sport.

and fitness (CPEA, 1946b). Ten years later with private industry and media support Percival began the Canadian Amateur Sports and Physical Fitness Development Service (Orban, 1965:242-243).

As a result of research, such as that conducted by Jean Mayer which related obesity and ill-health to a lack of physical activity, another new phenomena began around 1960. In Britain a general trend toward the increased development and use of health clubs, clinics and voluntary clubs for exercise and recreation began (McIntosh, 1971:158-159). This trend soon spread to North America and resulted in the creation of health spas such as Vic Tanny's.

7. Professional sport. Cosentino (1973) covers in detail matters and concerns related to the development of professional sport in Canada. By the end of this period hockey, football, baseball, horse and automobile racing were all professional sports. The two most popular in Canada were hockey and North American football. Professional hockey became entrenched. The NHL remained a solid six team league. Many minor-pro and junior hockey leagues developed because of professional team sponsorship. After World War II there was a decline in soccer in favour of Canadian football. By 1950 Canadian football became "big business" and the east-west rivalry leading toward the Grey Cup Game became an important part of Canada's culture (Howell and Howell, 1969:203,343). In 1959 the "professional" Canadian Rugby Union changed its name to the CFL (Cosentino, 1970:247-263).

Blackstock (1977) relates the growth of amateur sport to professional sport. He says:

...some of the sport governing bodies became national during that period (1943-1945) and after the War began to grow...hockey is a good example of a sport that grew immensely... not because of the '43 Act, but because of professional hockey...and the provincial hockey associations became strong because it was popular....and it was well watched and supported by the public....football declined except in the high schools where it grew...and therefore university football became better and as we increased the number of universities football grew so that the game expanded close to the grass roots...lacrosse had a revival and there was a decline in basketball, except out west...

Matthews and Osborne (1961:5-6) present a startling view of the growth of professional sport and its effect on amateur sport. They confirm that hockey and football had gained the greatest following by 1961.

These sports undoubtedly provide a satisfying spectator interest for many Canadians - an interest which seems certain to continue to grow with the television coverage the games now receive. A disturbing by-product of the professional development in these two sports has been the resultant effect on the corresponding amateur organizations. Through the 1920's the Canadian Amateur Hockey Association and, as late as 1940, the Canadian Rugby Union were powerful organizations operating a successful programme of competition from the senior category right down to the juvenile level. Both these organizations are now dominated by the professionals - indirectly in the case of the CAHA and directly in the case of the CRU. As a result, even the minor programmes in both hockey and football are now being controlled by professionally oriented interests.

They go on to state that another by-product of this trend is that the media turned most of their attention to professional sport which in turn compounded the problem for amateur sport. Amateur sport in receiving less publicity, attracted fewer people which in turn resulted in even less press coverage. Curling and golf were also mentioned by Matthews and Osborne as sports gaining in popularity because their national championships were sponsored by major well-known companies. They (1961:6) conclude "...all other sports seem to be attracting less and less interest among our Canadian youth".

8. Miscellaneous influences and developments. A major development occurred in Ontario in 1960 that had a very important and direct influence upon the FASA in 1961. Nine months after Prince Philip delivered his speech to the CMA, the Ontario Physical Fitness Study Committee "...was appointed on the recommendation of the Minister of Health, by an Order-in-Council" (Physical Fitness Study Committee, PFSC' 1961:1). The Committee's terms of reference were:

- 1) to study what is being done in the field of physical fitness in Ontario and other parts of the world, and
- 2) to recommend to the Government [of Ontario] a physical fitness programme embracing all of the people of Ontario, on completion of the study (PFSC, 1961:1).

The Committee stated in their report that they were well aware of the keen fitness interest on the part of the Government of Ontario, the health profession, sports organizations and the public-at-large. The Chairman of the Committee was Mr. Harry Price who was Chairman of the CNE, a conservative and a close personal friend of Prime Minister Diefenbaker (L'Heureux, 1977). Other members of the Committee appointed by the Honourable Dr. M.B. Dymond, Minister of Health in Ontario were: Dr. J. Harry Ebbs (Director of Physical Education at the University of Toronto, a CMA representative on the CAHPER-CMA Joint Committee and who was later named as the Chairman of the Research Committee of the new National Advisory Council - NAC), Professor W.J. L'Heureux (Director at the University of Western Ontario who later was named to the NAC and became its Chairman in 1967), Professor Zerada Slack, Don McGregor (Director of the Toronto Central YMCA), James Worrall (a past-president of the AAU Of C and the COA, founding member of the CSAC, appointed to the NAC after 1961 and became its Chairman in 1965 and who later was named as the IOC's representative in Canada) and Michael L. Dunn (secretary to the Committee and an Ontario Government employee).

Dr. L'Heureux, in an interview with the author, states:

In 1960 there was a committee established in Ontario by Leslie Frost to study physical fitness...at the closing days of our 10 month study we were told we must rush the report to its finish whether we were satisfied with it or not. The Conservatives were also in power in Ottawa and it was John Diefenbaker who had asked Leslie Frost to hustle that report through because he wanted to prepare legislation for a new act...and it was that report that was the basis of the legislation that went through (L'Heureux, 1977).

L'Heureux in his interview with West (1973a,2:13)

further recalls that:

A rough draft containing the background information and recommendations was prepared and presented to...the Honourable Matthew Dymond. It was then sent to Ottawa.

An examination of its recommendations and the provisions of the Fitness and Amateur Sport Act reveal some similarities. The Committee was concerned about the development of coaching and urged the distribution of information on fitness as well as recommending the sponsorship of conferences and the provision of assistance to sport organizations.

The Ontario Committee also proposed an Awards Scheme. By 1960 the Duke of Edinburgh Awards were introduced in Canada. The Award Scheme was administered by a National Council in Canada through national youth organizations (clubs, scout troops, cadet corps), education authorities (in secondary, intermediate and private schools), welfare agencies, churches and other autonomous operating authorities (Edinburgh, 1967:6). The Ontario Physical Fitness Committee strongly recommended the adoption

of the Scheme for Ontario and presented an outline of the Award program in their report (PFSC, 1961:44, 98-103).¹⁸

Another development occurred during this period to promote sport. In 1955 the Canadian Sports Hall of Fame was founded to honour those who contributed significantly either on the athletic field or in an organizational way (Public Archives, 1976:244). Harold Rea (1977) states that:

the Hall of Fame is the only place where you can see visible recognition for some Canadians that really contributed to sport.

Wise's and Fisher's (1974) book Canada's Sporting Heroes was written to highlight the development of sport in Canada and the achievements and contributions of the members of the Hall.

DISCUSSION

In 1943 the federal government became directly involved in fitness. Any Government interest in sport was based on the assumption that physical and mental fitness could be enhanced through sport. Involvement

¹⁸ The Ontario Fitness Committee was not the only provincial fitness group of its kind in Canada. And at least one group was actively encouraging the federal government to initiate a national fitness program. On December 19, 1960 the Executive Director of the Central Fitness Council of British Columbia, Harcourt Roy, "...sent a third Brief to the federal government within a year, stressing the need for a national fitness program" (Editorial, 1960).

in the national development of sport by the federal government was through the provincially oriented programs devised by the NCPF.

During this period the government continued making contributions to sport to cover some of the costs related to Canadian representation in international events. Allocations for the thirteen year period, from 1943 to 1961, were \$460 thousand as compared to the \$159 thousand for the preceding thirty five year period from 1908 to 1943 (see Appendix 4). The principle that amateur sport should control itself and be responsible for raising the funds it required in the private sector remained a firmly held one by persons in sport and was an underlying policy of all federal government administrations for the period.

By 1946 the AAU of C began its decline as the single organization representing amateur sport in Canada. This decline was signaled by the growing independence of the COC. In 1948, the COC was renamed the COA and four years later it became incorporated. The loss of influence by the AAU of C was a factor which led to the development of the CSAC, an event encouraged by the federal government's NCPF. CAHPER also exerted itself as a major organization relating to sports and fitness, schools and universities.

Persons holding positions within these organizations became instrumental in the shaping of sport developments during this period in Canada. Some of the notable

individuals near the end of this period who had significant influence on the formulation of the FASA were Ken Farmer and Jim Worrall of the COA, Melville Rogers, President of the CSAC and Gord Wright and C.R. "Blackie" Blackstock of CAHPER.

The main emphasis within the sectors and components of the sport delivery system was on physical fitness during the period up to about 1956. After 1956 Canada's international representation in sport became a concern as well. Except for the demise of government involvement in sport in 1954 with the Repeal of the NPFA each sector and component within the Canadian delivery system developed and expanded further following trends begun in the 1930's.

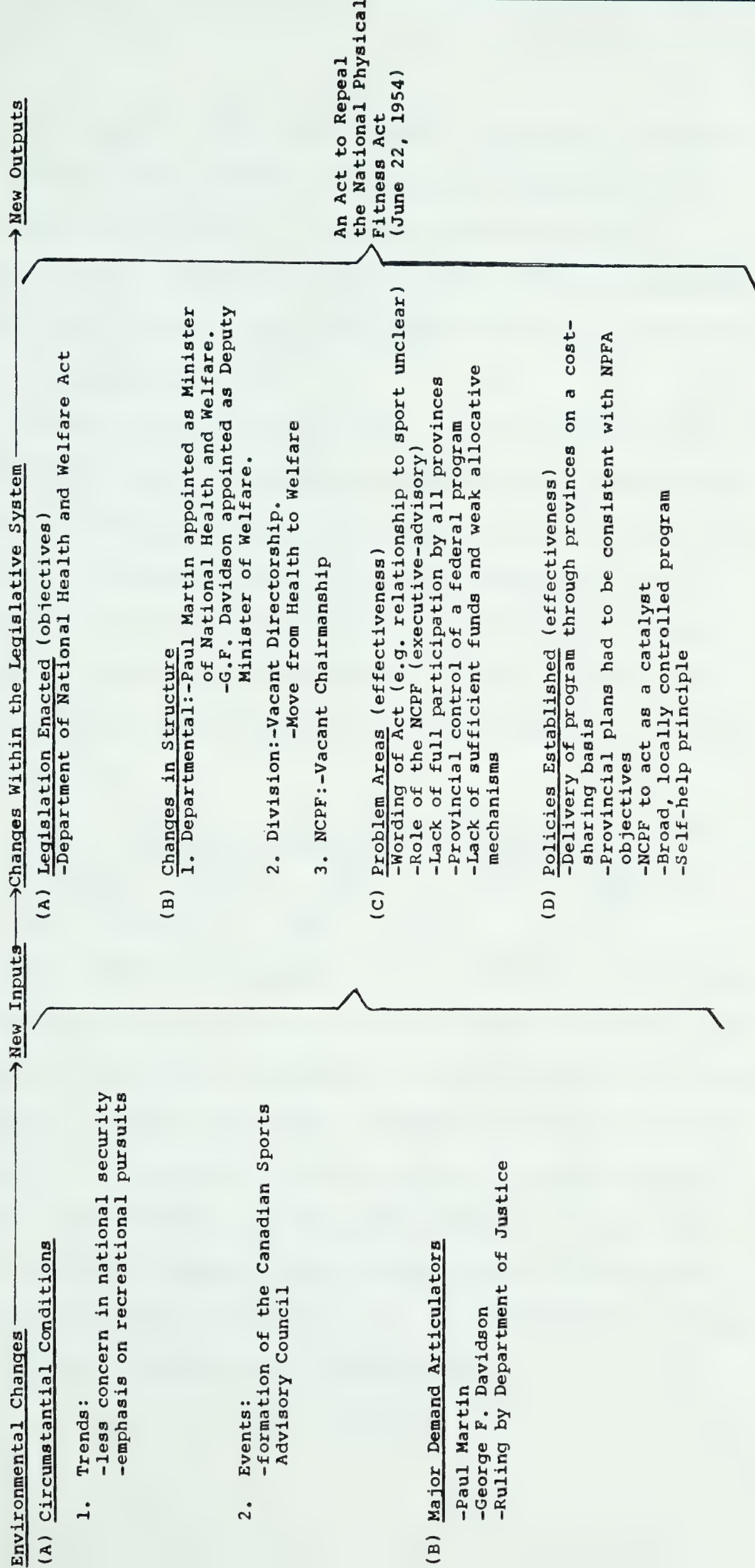
The passage of Bill 475 on June 22, 1954 marked the end of the NPFA and the beginning of the process leading to the formulation of the FASA in 1961. Figure 3-18 summarizes the major changes and problems which led to the repeal of the NPFA. The following discussion relates these changes and problems associated with the NPFA to the development of the FASA summarized in Figure 3-19.

Environmental Changes Related to the Repeal of the NPFA

(A) Circumstantial conditions. The circumstantial conditions influencing the government to repeal the NPFA can be considered as outputs of the Act itself.

FIGURE 3-18

MERANTO'S MODEL AS APPLIED TO THE REPEAL OF THE NATIONAL PHYSICAL FITNESS ACT



1. Trends. Following the War there was a decrease in the concern for national security in North America. People were tired of War. The men returning from service overseas wanted to be with their families and were occupied with the task of finding employment or continuing their interrupted careers.

During the late 1930's and into the 1940's until the War concluded calisthenics and military drill came to be regarded as something dull and boring that was forced upon an individual for purposes of national defence. Keir recalls that after the war special calisthenics classes would be set up for the men returning from overseas and nobody would show up. He concluded that the attitude after the War was that

if you didn't have to sweat you didn't [The men in the armed services] never exercised because of desire....they only did it [physical training] through necessity or because they were forced to....(Keir, 1977).

This attitude resulted in a de-emphasis in routine fitness programs in favour of more enjoyable, creative and leisurely recreational pursuits. This trend was encouraged and fostered through the broad, community-based programs that the NCPF developed under the NPFA. As these trends continued the interests of the NCPF widened and problems related to jurisdictional roles between the federal and provincial governments and the lack of sufficient funding to support a broad program were compounded.

2. Events. The singular event that seemed to support the repeal of the NPFA was the creation of CSAC (in a positive political sense as Merento would infer). The CSAC was a direct result of the three national conferences that the NCPF hosted. Government officials who wanted to terminate the Act because of the Act's own inherent weaknesses also strongly supported the view that sport was best left to the private sector. With the development of the CSAC the government believed it had contributed sufficiently to the encouragement and development of amateur sport. Their viewpoint coupled with Martin's strong belief that recreation falls within the jurisdiction of the provinces and municipalities led the Cabinet to conclude that the federal government did not have a role in either sport or recreation.

(B) Major demand articulators, No organizations or individuals officially opposed or tried to block the government's repeal of the NPFA. The attitude that appeared to be prevalent among organizations, groups and individuals associated with the Act was that the legislation should be either drastically changed or terminated. Apathy related to the Act's repeal supports this conclusion.

Paul Martin and the Deputy Minister of Welfare never showed any real interest in the Act. They considered the NCPF a nuisance that took their time away from more important matters within the Department. As early as 1951

Martin and Davidson were planning to "dump" the program. The ruling by the Department of Justice declaring the NCPF an executive body with authority only served to accelerate the process initiated by Martin and Davidson.

Changes Within the Legislative
System Related to the Repeal
of the NPFA

(A) Legislation enacted. The Department of National Health and Welfare Act of 1945 led to a significant change in the name and structure of the Department of Pensions and Health. As the NPFA program broadened it became disassociated with the fitness and health rationale that led to its creation. The widening of the Act's program caused it to become a little understood social welfare-type program resulting in its shift from the Health Branch to the Welfare Branch within the new Department. In a 1961 Government Report it was stated that up to that time the program never did "...fit neatly into either of the Department's Branches as defined [within the DNHW Act] by the predominant activities of each" (DNHW, 1961:83). This problem was compounded by the disinterest and philosophy of the Honourable Paul Martin and the Deputy Minister George Davidson.

(B) Changes in structure. The move of the Physical Fitness Division and the program under the NPFA into the Welfare Branch was significant because the outputs of the Act

came to be judged on their contribution to the social welfare needs of Canadians. As the NPFA program developed, the original intent to promote physical fitness, was lost. And as far as the federal government was concerned the program was more related to the promotion of community recreation. This responsibility Martin and Davidson firmly believed was within the jurisdiction of the provinces. Criticisms made vociferously by Ontario and Quebec about federal intrusion under the NPFA, the lateness of Ontario's and New Brunswick's participation in the program and the fact that Quebec never joined supported Martin's and Davidson's argument and philosophical stance.

The Chairman of the NCPF, according to section 3, sub-section 6 of the Act also was the National Director of Physical Fitness in charge of the Division's operations. In 1946, Ian Eisenhardt resigned as Chairman and Director. Ernest Lee was not appointed to take Eisenhardt's place until October 1, 1949. Lee resigned fifteen months later. His position was never filled on a full time basis again.

The fact that the program was without a permanent Chairman and Director for over fifty percent of its lifespan shows that the government did not have a strong commitment to the NPFA. Although Joe Ross and Doris Plewes did admirable jobs in their acting roles, the poorly constructed Act required a permanent leader to provide continuity and thrust for its implementation to have been successful.

(C) Problem areas. During the debates in the House preceding the passage of the NPFA many of the future problems of implementing the Act were hinted at. The wording of the Act was unclear and as early as 1944 the Department of Justice informed the NCPF that they were in charge of a piece of unworkable legislation. For example, at the outset Eisenhardt interpreted section 4 as the focus of the Act. The Minister, other officials in the Department and most members of the Council believed section 7 was the focus of the Act, (see Appendix 3-2, sections 4 and 7). One of the results of this dilemma was that the Act never really became closely associated with concerns related to sport.

The Division never had any real authority and actually was a glorified secretariat. Without a Director for over half the Act's term this meant that government officials had to deal with the Acting Chairman, Joe Ross and members of the Council who met too infrequently to be effective. The Council in considering themselves as an executive body under the Act created the major problem which led to the Act's repeal. And in terms of at least one of its members (Kirkpatrick) their position was an irresponsible one. The decision by the Department of Justice declaring the NCPF an executive body in law, giving it the authority to implement its own resolutions, was a major input forcing the Cabinet to abolish the NPFA. The Government had little choice but to withdraw the funds allocated to the Council when the NCPF attempted to execute policies with which it did not agree.

The lack of sufficient funding to implement the Act was also recognized during the debates prior to proclamation of the NPFA. Eisenhardt recognized this problem immediately but he nor anyone else on the Council was ever very successful in their quests for additional funds. This problem was made more acute when the funds not used by a non-participating province or territory could not be re-distributed among the participating provinces and territories.

The non-participation by Quebec, the Yukon and, after March 31, 1949, Newfoundland, was a major weakness of the NPFA's program. The late participation by New Brunswick and Ontario also hindered the early implementation of the Act. Ontario, although it finally participated as a full-fledged member, never offered the program the strong support the NCPF required from Canada's largest province if the Council was to be successful.

The poor federal-provincial relationship further deteriorated when the federal government came to regard the NCPF as a provincial body composed of provincial civil servants, who gained control of a federal program and created a mechanism to extract funds from the national government.

(D) Policies established. On a positive note the cost-sharing mechanism with the provinces was considered as viable and one that reinforced the self-help principle of

earlier acts. However, there were inherent weaknesses in implementing the cost-sharing mechanism.

For provinces to receive funding their "provincial plans of physical fitness" had to be approved by the Governor in Council as specified in section 7 of the Act. This meant that a federal agency approved the priorities established by the provincial governments and their related municipal governments. This was the cause of Quebec's non-involvement and the late involvement of Ontario and New Brunswick. And though participating provincial governments did not submit plans there was no way the federal government could control or even evaluate them. This led to broad based locally controlled programs, an approach encouraged by the NCPF. The federal government grew suspicious however, that their funds were not being used for the intended purpose of promoting physical fitness; especially when funds received from the federal government for the program went directly into the general revenues of some provinces. This issue led to conflicts among the federal government, the provinces and the NCPF.

Another major weakness in the delivery mechanism for the NPFA was its restriction to the provinces. The sport governing and recreation organizations were really not viewed as part of the delivery mechanism until the late 1950's. However, the government maintained their general policy related to the support of international events. From 1948 to 1961 the COA and the British Empire and Commonwealth Games Association received funding (Appendix 4). As well

recreation-related organizations continued to receive funding through the Miscellaneous Appropriations but it was not determined how much of these funds were allocated for sport, fitness or recreation (Appendix 5).

Environmental Changes Related

to the Genesis of the FASA

(A) Circumstantial conditions.

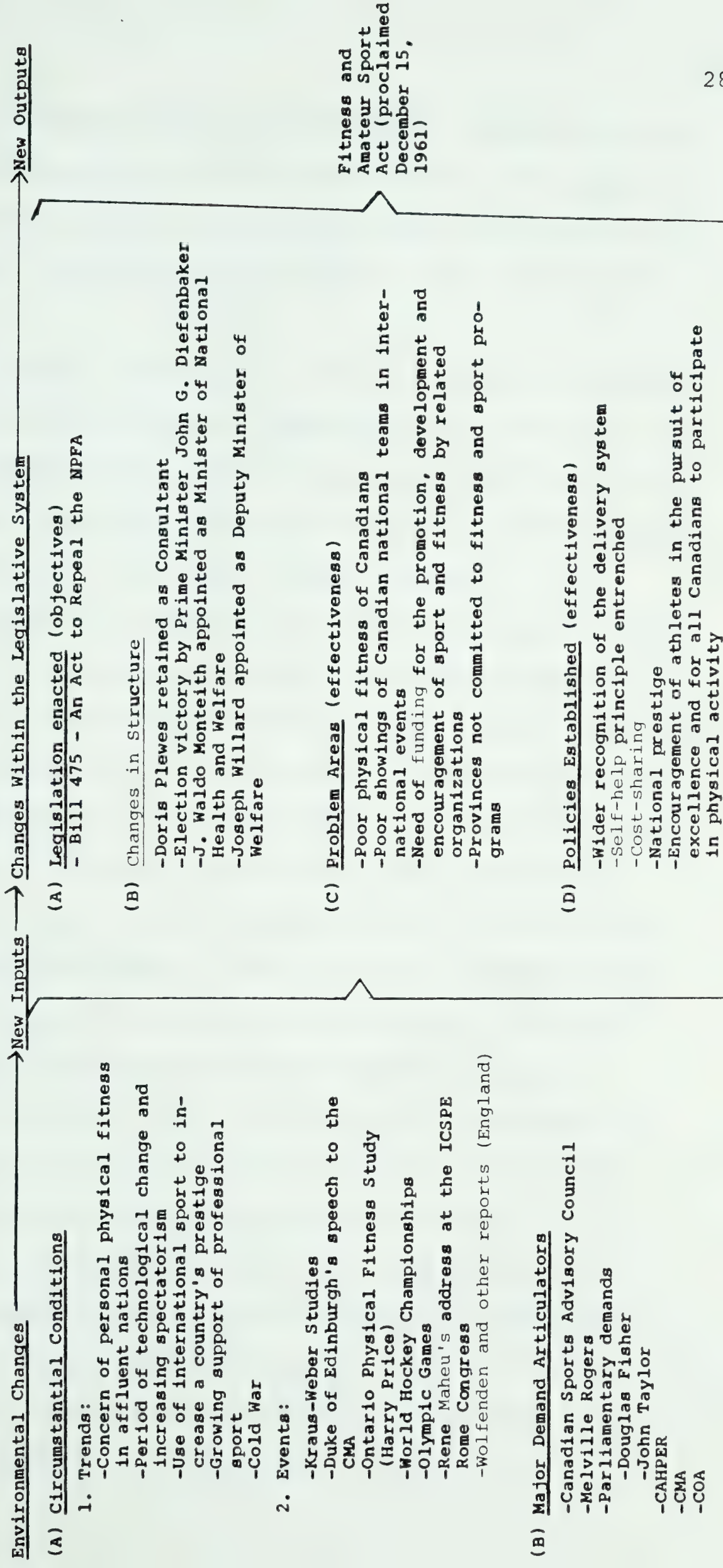
1. Trends. Research studies such as those conducted by Kraus and Weber showed that affluent, western democratic countries were less fit than their European counterparts. Such findings again made physical fitness the national concern it was preceding the development of the NPFA. As the world moved into the period of the cold war fitness also became related to national defence once more.

The cold war gave rise to the use of sport for the purpose of enhancing a country's image and international prestige. As well some countries believed that success in sport justified their system and political ideology. This unquestionably resulted in giving sport much more importance that it had previously.

A general trend toward "spectatorism" developed after World War II and by the mid-1950's the trend was even more pronounced. The technological age enhanced this trend. By the latter 1950's people were content to watch television, listen to radio or drive to the arena to watch their favourite team. This trend contributed to a sedentary

FIGURE 3-19

MERANTO'S MODEL AS APPLIED TO THE GENESIS OF THE FITNESS AND AMATEUR SPORT ACT



lifestyle. Improved communications and transportation also increased the support of professional sport. The "pros" used the media to give professional sport the aura of being first class, relegating amateur sport to second class status.

2. Events. Paraschak (1978) shows there were two basic lobbies related to the development of the FASA. One lobby was related to physical fitness the other to amateur sport. The events preceding the formulation of the FASA clearly illustrate why these lobbies emerged.

Soon after the repeal of the NPFA, fitness became a concern. The Kraus-Weber studies, with their negative implications for the North American youth and the Report to President Eisenhower in 1956 certainly had an impact on Canada. The Brief of the CSAC underlined these findings. However, the Brief had little effect until the Duke of Edinburgh spoke to the CMA in June, 1959. Prince Philip, using information from the CSAC Brief gave strong support to the case being made by the CSAC. As well, the Duke had a considerable personal impact on Mr. Monteith, Minister of National Health and Welfare at the time.

Another major event underlining the importance of physical fitness and providing a great deal of influence on the creation of the FASA was the Ontario Physical Fitness Study. As the Ontario Government was Conservative at the time there was a close relationship with Ottawa. When Diefenbaker needed information quickly to support the formulation of the Act he

called upon his friends in Toronto for a copy of the Study. When Diefenbaker announced the new program at the CNE Sports Hall of Fame in August 1961 he mentioned his friend Harry Price who was Chairman of the CNE as well as the Study Group. In the first reading of Bill C-131 in September of 1961 Mr. Monteith again recognized Mr. Price and the Ontario Physical Fitness Study. Although fitness concerns were important prior to the 1960's, perhaps of greater prominence was sport, especially at the international level.

Pierre de Coubertin, after the 1896 Olympics, commented that some countries had interfered in the staging of the Games. In 1936, the use of the Games for political purposes was made very evident by Hitler. In the next Games held at London in 1948 many of the war-torn countries of Europe depended on success at the Olympics to regain lost prestige. To accomplish this many of these countries used modern training techniques made possible by advancements in science and technology. When the U.S.S.R. entered the Olympics in 1952 the trend was established showing that success at international sporting events was important in enhancing a country's prestige both at home and abroad. Soon only success in international sport was associated with increased prestige, failure meant the reverse was true.

By 1959 and 1960 politicians were concerned that Canada's image and stature internationally had suffered greatly because of the poor results obtained by the national

teams at the Olympics and British Empire and Commonwealth Games since 1948. Their concern however, was probably fueled more by the upstart Soviets who defeated Canada's "national hockey teams" in the 1954 World Championships at Stockholm and at the 1956 Winter Olympics. And although Canada beat the Soviet Union in hockey at the 1958 and 1959 World Championships and at the 1960 Winter Olympics at Squaw Valley, the loss of the gold medal to the United States at those same Olympics was as embarrassing as Canada's loss to England at the 1936 Winter Games. However, the loss in hockey may have assisted the government in realizing that sport was important to the culture of Canada.

In 1960 Rene Maheu, Director General of UNESCO, heightened the status of sport and reinforced the federal government's decision to pass legislation related to fitness and amateur sport. In his speech at the 1960 ICSPE Rome Congress preceding the Olympic Games, Maheu advanced the argument that sport is an integral part of a country's culture. His philosophy reinforced the federal government's rationale for proposing an act to encourage amateur sport in the 1960 Speech from the Throne.

(B) Major demand articulators. The CSAC, an output of the NPFA, and its President Melville Rogers perhaps had the greatest influence upon the government's decision to develop the FASA. Their persistent approach to the government through the Ministers of Health and Welfare paid

off in 1959 when the Duke of Edinburgh supported their arguments in his speech to the CMA. As well their strategy of making their Brief well known to all Members of Parliament proved to be effective. Many of the Parliamentarians, who favoured government involvement in sport and fitness, used the information contained in the Brief to support their arguments in the House of Commons debates.

The CSAC, which was in effect a federation of sport governing bodies, used improved physical fitness and health as their primary rationale to justify government involvement in sport. Their Brief underlined this rationale as well as the sport governing bodies' desire to be used in the delivery of a government program. These arguments coupled with the demands for improved performance by Canada in hockey and other international sports events resulted in the government originally subscribing to the concept of fitness through amateur sport. During the debates in the House of Commons, prior to passage, the initial draft of Bill C-131 was amended to read, "an act to encourage fitness and amateur sport". This change in wording was important for it meant that programs specifically related to sport, which may or may not be related to fitness, could be devised under the FASA.¹⁹

¹⁹ Refer to Paraschak (1978:44-79) for the history, development and construction of the FASA.

Members in the House of Commons who favoured legislation involving the government in sport had a significant influence on the design and content of the Act. The two Parliamentarians, perceived through the above review of literature, to have the greatest influence on the development of the 1961 Act were Douglas Fisher and John Taylor. Although both supported the fitness rationale, their speeches in the House emphasized the contribution the government could make to assist amateur sport organizations to resolve many of the problems facing sport development in Canada.

The COA did not appear to have that much influence. However, their continued demands for more financial assistance for national teams to compete and be successful at the Olympics and Pan-American Games did contribute to the general attitude that the government must do something to assist Canada's international athletes. As well the possibility of Calgary or Vancouver hosting the 1968 Winter Olympics heightened the government's interest and concern with respect to sport.

Some individuals who were viewed as CAHPER members had an influence on developments from 1954. However, CAHPER as an organization did not press its demands throughout the whole seven year period as the CSAC did. The CAHPER's contribution began early after 1954, waned, then became prominent again in the year the Act was passed. Following

the Repeal of the NPFA, CAHPER submitted a Brief to Paul Martin requesting that he continue the Division of Physical Fitness. After meeting with the CAHPER delegation Martin decided to retain Dr. Doris Plewes within the Department of National Health and Welfare as the Consultant for Fitness and Recreation. This turned out to be extremely significant as Plewes used her position to influence the government to become involved in fitness and amateur sport. Blackstock (1977c), Sawula (1977) and Willard (1977) believed that the Consultant's position would not have been continued if CAHPER had not made an impression on Paul Martin and George Davidson. In April, 1961, CAHPER submitted another Brief to the Honourable J.W. Monteith which supported the concepts contained in the CSAC Brief. During the period in which the FASA was constructed Dr. Joe Willard, the new Deputy Minister of Welfare replacing Davidson, sought Counsel from CAHPER's President Gord Wright and the Association's then part-time Executive Secretary "Blackie" Blackstock as to the wording of the Act (Willard, 1974 and 1977).

Prince Philip's speech to the CMA on June 30, 1959 created a concern for Canadians' fitness among members of the medical profession. Soon after the speech the CMA and CAHPER began meeting to discuss how they could cooperate to resolve the problems related to the poor physical condition of Canadians. In 1961 the CMA and CAHPER held a joint conference to address the problems outlined by the Duke of

Edinburgh (CMA, 1961c). The resolutions from the conference were carefully considered by the officials within the Department of National Health and Welfare during the formulation of the Act. This conference was noted in the Honourable J.W. Monteith's introductory speech on Bill C-131 on September 22, 1961 (Commons Debates, 1961:8717).

Changes Within the Legislative System Related to the Genesis of the FASA

(A) Legislation enacted. Many of the changes and problems that led to the Act to Repeal the NPFA in 1954 were considered very carefully during the formulation of the 1961 FASA. Funding under the FASA was increased to \$5 million (section 10) and allocations for programming were not restricted to the provinces (section 4). Cost-sharing agreements to the provinces were maintained (section 5). Sport was given a prominent place within the title of the Act which in effect made it a separate entity from fitness. And section 7 attempted to clarify the role and structure of new National Advisory Council on Fitness and Amateur Sport (NAC).²⁰

(B) Changes in structure. The importance of the decision by Paul Martin to retain Doris Plewes as the Consultant on Fitness and Recreation when the Division was disbanded cannot be overstated. Although a civil servant, Plewes really was the interface between the federal government and the provinces, the private sector and the

20 The Fitness and Amateur Sport Act is included as
Appendix 3-1

educational institutions on matters related to fitness and sport. By her actions she showed government officials that there was a need for a federal presence in fitness and amateur sport.

Dr. Plewes and her office distributed an overwhelming amount of information. She represented the government at functions related to fitness and sport. She aligned herself closely with the CSAC on an informal basis and had a direct influence on the writing of the CSAC Brief and the strategy used to circulate it to Members of Parliament, other key people and organizations. She supplied most of the information and statistics concerning the fitness of Canadians for the Speech Prince Philip gave to the CMA in 1959. Dr. Plewes was directly involved with CAHPER as the Association's Executive Secretary for several years (Blackstock, 1965:290). As well, with Dr. Joe Willard and John MacDonald, Plewes was instrumental in the drafting of the FASA (Willard, 1977).

In this author's opinion the election victory of John Diefenbaker and the Conservatives in 1957 was the major change in structure contributing toward the formulation of the FASA. Paul Martin, the Minister of Health and Welfare under the Liberals was never really convinced that the federal government should be involved in matters related to sport, fitness and/or recreation. Having been Minister during the last eight years of the NPFA reinforced Martin's attitude. The Liberals in general did not appear concerned about fitness and sport and were never that prominent in the

House of Commons' debates leading up to the FASA.

Diefenbaker and the Conservatives on the other hand showed an interest not only in fitness but also in sport. The appointment of Monteith, following Martin as Minister of National Health and Welfare proved important.²¹ From the outset Monteith was a supporter of the initiative by his Party to encourage amateur sport in Canada.

The other key change in the government structure occurred in 1960 when Dr. Joe Willard was appointed to succeed Dr. George Davidson as Deputy Minister. He supported and became involved directly in the efforts of Doris Plewes and the CSAC. He recalls that between 1955 and 1961 that:

...we had a hiatus period when we had no legislation and no program. All our effort could be in that period was to give support to this Sports Federation [sic CSAC] and try to help them whatever way we could and that was very modest. We tried to help them with their annual meeting and we did [print] a lot of the notices and [other] things that cost them money. We would endorse, draft up an agenda and go over it with Mel Rogers [CSAC President] and we would discuss the thing [sport] through that period (Willard, 1977).

Willard in his interview capsulized the period from the time of his appointment to the final draft of the Act. His account shows the support he received from Monteith and

²¹ The Honourable Alfred Johnson Brooks followed Martin as an Acting Minister for the two-month period prior to Monteith's appointment. See Appendix 8.

indicates the role that Plewes and Harry Price played during the development of the Act. He states:

I was appointed in 1960 and given encouragement by Mr. Monteith. He thought the time was right and there were four or five members in the House that were speaking for some kind of legislation and some federal money and they tended to push sports rather than recreation or fitness....Doris Plewes got me background material and legislation from other countries. I discussed it with the Minister a number of times and his enthusiasm increased. Harry Price was a great supporter of ours....He was a bag man for the Conservative Party of Ontario and had been a great sports enthusiast and I guess he started the Sports Hall of Fame at the CNE and had been Commissioner of Boxing in Ontario for many years, so I saw Harry a number of times...and he talked to Diefenbaker....(Willard, 1977).

(C) Problem areas. The major problems leading to the development of the FASA were related to concerns about the poor fitness of Canadians and the weak performances of Canadian national teams competing in the World Hockey Championships, the Olympics and the British Commonwealth Games. As well the CSAC, the COA and a few sport governing bodies expressed a real need for government funding if they were to be expected to promote, encourage and develop sport and fitness further.

Following the Repeal of the NPFA another major problem became very evident. The provinces did not continue to develop their recreation programs with the same initiative

that they conveyed during the time of the NPFA. After 1955 Manitoba, P.E.I., Newfoundland, Quebec and the Territories did not have provincial programs related to fitness and sport. Saskatchewan and Alberta cut their programs back and the remaining provinces maintained a "steady-state" position. Without the NCPF as a catalyst it appeared as though the provinces were not prepared to develop their recreation, sport and fitness programs beyond the level they had reached in 1952. The perception developed during the federal government's hiatus period that the provinces required a national program that would "prime their pumps" and stimulate them to develop their programs further. For this reason the government carried over the concept of cost-sharing with the provinces from the old NPFA to the new FASA.

(D) Policies established. The new policies that would provide the foundation for the Fitness and Amateur Sport Act all grew out of the period stretching from 1908 to 1961. By 1961, organizations involved in sport and fitness grew to the extent whereby they could be considered as a primary mechanism within the total delivery system. The government still maintained that sport and fitness pursuits were best left to these organizations. However, the government recognized that it has a legitimate role in assisting these organizations and groups to help themselves. Consistent with the trends the federal government geared the

policies broadly stated in the FASA to serve needs related to physical fitness and mass participation, the pursuit of excellence in sport and to heighten Canada's national prestige (Commons Debates, 1961:8718).

SUMMARY AND CONCLUSIONS

The period of federal government involvement in sport between 1943 and 1961 can be divided into two eras. From 1943 to 1954 the federal government became involved in a national fitness program that included activities related to sport. The NCPF, created by the NPFA, served as a catalyst which stimulated the development of broad provincial recreation programs. In 1954 problems and weaknesses inherent in the legislation itself resulted in the Act's repeal.

From 1954 to 1961 the federal government was not involved legislatively in sport or fitness. During this time the poor physical fitness of Canadians became a national concern; and Canada's image as a country was perceived as having suffered because of poor results attained by national teams at major international sporting events. These concerns eventually became issues that the Government had to confront due primarily to 1) the persistent efforts of the CSAC, 2) the Duke of Edinburgh's speech, 3) the personal concerns of a few members of

Parliament and 4) the backroom-type tactics of Doris Plewes.

With the passage of the Fitness and Amateur Sport Act in 1961 the Conservative Government fulfilled the promise they made in the 1960 Throne Speech to enact legislation related to the encouragement of amateur sports. The FASA was the first legislation that recognized sport as an entity, closely related to but distinctly separate from fitness. Through the 1960's this distinction would become more prominent. Douglas Fisher perhaps put the rationale for the Fitness and Amateur Sport Act into perspective when he says that

...the move (toward government involvement in fitness and sport) was glossed with the idealistic aim of creating a healthier citizenry. Perhaps it will, but in substance it was recognition that national prestige and status is tied directly to sporting skills in international competition (Fisher, 1963:7).

CHAPTER IV

THE FITNESS AND AMATEUR SPORT ACT:1961-1969

On September 25, 1961 Bill C-131, An Act to Encourage Fitness and Amateur Sport was passed by the House of Commons (Canada Statutes, 1961).¹ The Fitness and Amateur Sport Act (FASA)² was assented to by the Senate on September 29, 1961. In accordance with section 14 of the Act, Governor General George Philiass Vanier proclaimed the FASA to "...come into force and have effect upon, from and after the 15th day of December, 1961" (Canada Gazette, 1961).³

OBJECTIVES

The objectives of the FASA specified in section 3 "...are to encourage, promote and develop fitness and amateur sport in Canada...." The generality of the statement, referred to in section 3 of the Act, was

¹ The act is reprinted in Appendix 3-1 as it appears in the Revised Statutes.

² The Fitness and Amateur Sport Act is the short title for Bill C-131.

³ Section 14 has been deleted in the Revised Statutes, Chapter F-25.

intentional because the government wanted a flexible piece of legislation which could be adapted to changing circumstances in future years (Paraschak, 1978:59-61; West, 1973a,2:14). This approach also appeased the various demand articulators who advocated the government should be involved in recreation, fitness and/or sports.⁴ However, the FASA could have easily become a sport act if the persons who were given the responsibility of drafting the legislation adhered only to the amateur sport perspective.

Dr. Joseph Willard states that upon his appointment as Deputy Minister of Welfare in 1960, which preceded the November 17, 1960 Throne Speech, he was encouraged by Minister Monteith to devise legislation related to sport and fitness. Willard says that,

Mr. Monteith thought that the time was right as there were four or five members in the House that were speaking for some kind of legislation and some federal money and they tended to push sports rather than recreation or fitness...although (I believed) the thrust (i.e. the environmental trend) was to get into fitness and recreation (Willard,1977).

John MacDonald, the Assistant Deputy Minister to Willard, states:

The actual sequence of events, as I recall them, was that from a series of conversations between Dr. Willard-Dr. Plewes on the one hand, Dr. Willard-Mr. Monteith on the other

⁴ See Chapter 3 and Paraschak (1978:44-79).

and between Mr. Monteith and others outside the department, the idea began to develop that something should be done to assist amateur sport and, if possible, fitness (MacDonald,1965).

Very early in 1960 committees within both the Health and Welfare Branches of the Department were established to study the role of the federal government in physical fitness. According to Paraschak (1978:150) the recommendations of these committees did not favour legislation in fitness because of the internal problems it would create within the Department of National Health and Welfare, the conflicts that could arise between departments with interests in fitness and the unanimous repeal of the NPFA in 1954. However, "...the Duke of Edinburgh's speech, the attitude of the CMA and the continual prodding of back-bench Members of Parliament had begun to build up some pressures" (MacDonald,1965). As the above studies were inconclusive and did not relate to sport and because of the continuing pressures, the Standing Committee on Estimates recommended a \$38 thousand expenditure to study and formulate a national physical fitness program which would include sport (Paraschak, 1978:15; West, 1973a,2:14). The above illustrates a divergence in perception between the legislators and the bureaucrats. Monteith appears to have initially reacted to the sport demands of the Members of Parliament while the Department officials and related committees maintained the broader recreation and physical

fitness orientation.

This divergence is further illustrated by the November 17, 1960 Speech from the Throne. Although the internal studies and recommendations from senior bureaucrats (many of which were based on input from the CSAC, the CAHPER and many other briefs) indicated that a broad approach should be advanced, the Conservatives chose to reflect a sport emphasis when the Members of Parliament were asked "...to consider means of encouraging the youth of Canada in amateur athletics" (Commons Debates, 1960a). The following account by Bruce Kidd indicates the emphasis in the Speech from the Throne was intended. He states:

From departmental sources, there comes an intriguing account of a behind the scenes tug-of-war which shaped the bill [Bill C-131] into its present form. Essentially a measure to encourage competitive sport, the original draft appeared dangerously close to a subsidy for the feeder system of professional sport; moreover, this draft bill made no provision for a provincial program. It is alleged that several of the Government (i.e. Conservative) back benchers, who then filled the House to overflowing, urged that a committee of Parliament be selected to award grants from time to time to "deserving" organizations. Under its new Deputy-Minister Joe Willard, the Department of National Health and Welfare rebelled against such an ill-disguised pork barrel. [The Department] drafted a completely new bill (the second draft) centred around a joint-cost provincial program and supplemented by regular grants to private fitness organizations and universities along broad recreation lines (Kidd, 1965:25-26).

John MacDonald took exception with Kidd's account stating that:

the first proposal was federal support for something along the line of the Legion clinic; if I remember correctly this was something of a \$25,000 a year program. After the paper work had been prepared on this a more comprehensive line was decided on and we were thinking in terms of something which might support it. About $\frac{1}{4}$ million and go up to $\frac{1}{2}$ million or conceivably even \$1 million a year (MacDonald, 1965).

What Kidd's account shows and MacDonald's reaction supports is that the bureaucrats, led by Willard, had a significant influence on the final form and objectives of the Act. Willard had a very considerable and personal interest in recreation and was influenced a great deal by the enthusiasm of Doris Plewes and the advice he received from his camping friend C.R. "Blackie" Blackstock and others like him (Willard, 1974). He recalls:

My interests before I got into government tended to be in the camping and recreation area. I was the Associate Boys' Work Secretary at the Toronto Central YMCA and we were interested in....[the development of] community recreation efforts through the Y. The first time I got to know Blackie was at one of the YMCA camps. At Camp Pinecrest he was the Program Director and I was the Junior Boys Director. [Also], I had been to Taylor Statten Camps and [had] done a lot of work for the Ontario Boys Work Board Camps (Willard, 1977).

Willard also believed, because the previous NPFA was administered under the welfare side of the Department, that when he became Deputy Minister of Welfare he had a

responsibility in matters related to fitness, sport and recreation. He says:

When I became Deputy Minister of Welfare I felt fitness and amateur sport was an area of responsibility that I had to pick up and carry along. Before that (his appointment) I had been interested in it because I had been Director of Research and Statistics and we had worked with Doris Plewes on some research projects, one was the chart on the back of the 5BX program....I had spent a lot of my career in the health field doing some projects for the World Health Organization,...I was head of a survey board which surveyed all the hospitals and hospital personnel for the Manitoba Government...and during the War I was in the medical corps and I headed up a national health survey for the government...(Willard,1977).

After the Throne Speech Doris Plewes was directed by Willard to pull background material together on sport and fitness. Later Plewes with Willard, MacDonald and one or two others reviewed the documentation which included the numerous briefs that the department had received concerning fitness, recreation and/or sport. From this review Willard, MacDonald and Plewes drew up proposals for the Cabinet to study (West,1973a,2:14; Willard,1977). MacDonald (1975) states that:

As a result of Cabinet study of this documentation we were instructed to present legislation for a \$5 million program. We drafted a Bill essentially the same in content as to what had subsequently been passed but to be titled Fitness, Amateur Sport and Recreation. There were quite a number of references to recreation in it.

Winona Wood in a letter to inform the President of CAHPER, Gordon A. Wright, about the activities of the social agencies interested in the Act, shows that Willard's role in drafting the legislation was prominent. She says:

The Chairman and the Executive Secretary of the Group Work and Recreation Section of the Montreal Council of Social Agencies went to Ottawa last week where they had an interview with the Deputy Minister, Willard. According to them he is the real author and will be the power behind the scenes of Bill C-131 (Wood,1962).

The Executive Secretary of CAHPER, C.R. Blackstock, replied to Wood on Gord Wright's behalf. He states, "The authorship of the Bill was joint, consisting of the Minister, Willard, Plewes and CAHPER, through our President" (CAHPER,1962d).

The Cabinet agreed to the content of the Second Draft in principle at a meeting on August 16, 1961. Diefenbaker then announced the proposed \$5 million program at the opening of the Hockey Hall of Fame at the CNE ten days later (West 1973a,2:14).

At the September 14, 1961 Cabinet meeting the Second Draft was again reviewed prior to being submitted to the House for debate. Kidd (1965:26) reports:

In the Cabinet meeting...the Prime Minister himself is said to have blue-pencilled the several recreation clauses and to have changed the emphasis from recreation to fitness through amateur sport.

The amended Second Draft was then placed on the Order Paper by the Privy Council officers as an Act to promote fitness through amateur sport (MacDonald,1965). And on September

18, 1961, the Minister, J.W. Monteith put the resolution before the House of Commons (Commons Debates, 1961a).

MacDonald recalls the reaction of the bureaucracy.

He states:

We protested that spending \$5 million a year under these terms of reference would present insuperable problems and the Act was restored insofar as it became Fitness and Amateur Sport, although the recreation provision is lost (MacDonald, 1965).

West describes the actions of Willard that led to the change. He says:

Those few words had been the subject of several memoranda between Willard, Monteith and Diefenbaker four days earlier. Dr. Willard believed that the terms "physical fitness through amateur sport" rendered the legislation even more restrictive than the program of 1943. He pointed out that the members of the old National Physical Fitness Council (NPFC) had wanted the word "physical" dropped from "physical fitness" because it severely limited the concept of fitness....He also argued strongly for the term "recreation" so that the legislation would be in time with current trends. The provinces were looking to Ottawa for leadership in this area, the United States was considering the enactment of a "Recreational Services Act" and a fitness program would have to encompass recreation because the public was not interested in participating in amateur sport. In summarizing his feelings on the subject, Dr. Willard wrote, "The type of program being considered is complex, and it is very difficult to sift out the various elements of fitness, recreation and amateur sport, because they are interlocking. Personnel employed in such programs work interchangeably on these various aspects. The views of the public as to where a type of activity stops and another begins are unclear" (West, 1973a, 2:15).

Willard, in his interview with this writer, recalls that after a number of discussions between he and the Minister, the Minister's enthusiasm increased for the broader approach. And they decided that what they could not get from Cabinet they could accomplish through the regulations. Willard (1977) states:

The legislation stood up pretty well and we kept it open enough that you could go in almost any direction. I think we figured out just about practically everything that monies could be spent on....One thing I could not get from the Minister was to include "recreation" in the title. The Minister took it (the Second Draft) up at least two times to Cabinet to have "recreation" included in the title and they would not go along with that....there were those who said that the whole thing was interfering with provincial rights...another was that "recreation" might be a term that would be misunderstood and that they (government) are throwing money around with a thing that isn't very important....we didn't get it through but we had the right to make regulations, [under section 12 of the Act]....the regulations we passed included recreation. So what we did not get into the Act we got in the regulations and the Government accepted that.

On September 20, 1961 Monteith having concurred with Willard's view asked that Bill C-131 be removed from the order paper for the purpose of changing the words from "physical fitness through amateur sport" to "fitness and amateur sport" and to delete references to "physical". The Honourable J.W. Pickersgill claimed the changes were purely technical ones and asked that the changes be made and the resolution remain on the order paper. This procedure

received the unanimous consent of the House (Commons Debates,1961b). On September 22, 1961 the Minister of National Health and Welfare, Monteith, moved the amended resolution for the first time.

On September 25, 1961 the Minister moved the second reading of Bill C-131. In the ensuing debate the widened breadth of the Act became evident. The Minister began his speech quoting President John F. Kennedy of the United States which made reference to the importance of physical fitness to a nation. Monteith, using the arguments advanced by Willard, defended the use of the term "fitness" above as providing the Act with more flexibility; the Minister described fitness and amateur sport as a single, complex and dynamic field of endeavour encompassing a broad range of activities and problems. Referring to the final draft he stated:

Even in its final form this measure might have its shortcomings, which could become apparent as it comes into operation, and which could require amendments to be made from time to time in order to permit the achievement of its full intent (Commons Debates,1961d:8832).

In comparison to other legislation the clauses contained in the FASA were agreed to readily and without much debate in the House. However, a problem arose emanating out of the debate on the wording of clause 7 of the Act which outlined the establishment of the NAC.

Mr. Clermont pointed out that sub-section 4 of clause 7 read one way in French and another way in English. This issue was quickly resolved to read as now stated in section 7.4 of the Act (see Appendix 3-1). This discrepancy between the French and English versions of the Act led Mr. Denis to inquire about the meaning of the title of the Act. He says:

In my view there is another mistake in the title. The English says "fitness" and the French says "la santé". I think "la santé" would be translated by the word "health", but one can be healthy and not fit for such sports or activities (Commons Debates, 1961d:8864).

Mr. Monteith replied that:

..."health may be a proper interpretation of "fitness"...(Commons Debates, 1961d:8864).

This discussion led Mr. Balcer to state:

..."fitness" is extremely difficult to translate in the present context. Personally I think that the word "santé" was well suited for the definition of the bill, because this is an act to promote health through amateur sport. After all, a person who does not enjoy good health can regain health through sports and athletics....When my colleague the Minister of National Health and Welfare suggested that we use that word (santé) in the French version, he meant that this legislation encourages physical and mental health of the individual (Commons Debates, 1961d:8873).

Mr. Pickersgill suggested that the ambiguity could be resolved by re-inserting the term "physical fitness" in the English title and translating it into "santé physique."

Mr. Monteith replied by echoing the problems encountered with the term "physical fitness" in the 1943 NPFA and the view expressed by Willard in his memorandum to the Minister a few days earlier. The debate concluded without changing the title of the Act and with an understanding that through section 12, on regulations, a more precise definition of fitness could be determined. The non-partisan, non-controversial Bill was then read a third time by Monteith and passed and forwarded to the Senate (Commons Debates, 1961d:8874-8875).

In his speech, introducing the Bill for second reading, the Minister of Health and Welfare attempted to present a balance between the specific objects outlined under section 3 of the FASA. The above debate, however, clearly illustrates the broad health and fitness interpretation that the sitting MP's gave to the Act. This interpretation was carried forward in the speech moving the second reading of Bill C-131 in the Senate on the following day by the Honourable Joseph Sullivan. The Senator emphasized fitness and referred to sport in a wide context. The ensuing Senate debate again reflected this broad interpretation of the legislation (Senate Debates, 1961).

In his address to the CSAC on January 20, 1962 Mr. Monteith made reference to the widened scope of Bill C-131. He says:

When I spoke to you last year, my remarks were limited by the fact that only the bare announcement had been made of the Government's intention to undertake a program for "encouraging the youth of Canada in amateur athletics". Now, things are much further along. Legislation has been passed by Parliament, proclaimed as of December 15, 1961, and the first steps taken toward its implementation. For your 1962 session, therefore, I have a considerably wider field to deal with (Monteith, 1962:1).

The fitness and health emphasis was further underscored at the initial meetings of the NAC.

At the first meeting of the NAC, Prime Minister Diefenbaker was present to welcome the newly appointed Council members and offer them words of encouragement as they began to implement the program under the FASA. The NAC minutes quote Mr. Diefenbaker's perception of the Act's purpose. He states the Act's basic aim

...to be the encouragement of a national movement to develop the fitness and stamina of Canadians. This could best be done by stimulating self-help at the community level, where the main needs were for expanding recreational opportunities under skilled supervision; there was also a real need for increased research on problems of fitness. The task of the Council was to advise how and where the financial resources made available by the Act could best be put to work to meet these needs. At all times there would have to be full and close cooperation with many interested agencies, especially the provincial governments....(NAC, Feb.5,1962:1).

At this initial gathering of the NAC, Willard presented the sample regulations, prepared by his staff, that he considered crucial to ensure the Act's continued broad perspective and interpretation (NAC, Feb.5,1962:3-4). One of the purposes of the regulations was to define the terms "amateur sport" and "fitness" as specified in section 12(a) of the Act. These definitions are crucial when interpreting the scope of the Act. The sample definition of "amateur sport" was quickly and unanimously adopted by the Council and their recommendation was approved by Order in Council (NAC, Feb.5:4 and April 16-7:2,1962). The "fitness" definition created considerable discussion at the first two Council meetings. At the first meeting a definition was agreed to that eliminated the reference to "recreation and competitive sport" as Dr. Willard pointed out that the term "recreation" was included in the already approved definition of amateur sport (NAC, Feb.5,1962:8-9). The fitness definition approved by Council was fundamentally the same as approved by the Governor General in Council on July 11, 1962 (Canada Gazette,1962). The only alterations being that the word "state" was substituted for "ability" and the reference to the "social aspects" of fitness were deleted. A noteworthy fact is that the Council never formally approved this latter definition of fitness. These regulations in Willard's view allowed for the broad perspective and interpretation of the act sought for by Plewes and himself

(Willard, 1977). The Fitness and Amateur Sport Regulations have remained unchanged and are stated in the Consolidated Regulations of Canada (1978) as follows:

REGULATIONS DEFINING FITNESS AND AMATEUR SPORT

Short Title

1. These Regulations may be cited as the Fitness and Amateur Sport Regulations.

Interpretation

2. For the purposes of the FITNESS and AMATEUR SPORT ACT, "Amateur Sport" means any athletic activity when engaged in solely for recreation, fitness or pleasure and not as a means of livelihood; "Fitness" means the state in which a person is able to function at his physical and mental optimum.

The Prime Minister's reference to the community level, provincial governments and emphasis on the broad interpretation was repeated by Mr. Monteith in his addresses to the NAC at their second and third meetings. At the third NAC meeting the Minister says:

...our desire is to build soundly rather than quickly, and at the same time, to develop ways in which substantial aid can be given at the community level where it will have the most far-reaching effect. One of our aims must be for a balanced program....Our most important step in this direction is, of course, the Agreements now being signed with the provinces....(NAC, Nov. 15-16, 1962:4)

He concluded his lengthy address by quoting his thoughts expressed at the first NAC meeting. The following quote shows that in essence he, at least, was still considering the objective of the Act to still be fitness through amateur sport. He states further,

...our over-riding principle should be improvement of the fitness of the people of Canada, bearing in mind that fitness is indivisible, that our work must be based on nationwide not regional considerations, and that our aid must be equally available to competitive and non-competitive sport, and to all recreational activity that assists the raising of fitness levels. (NAC, Nov.15-16,1962:9)

Throughout this first nine-year period Willard's broad interpretation of the fitness and amateur sport act was maintained. Dr. Willard repeated his closely held objectives at each subsequent meeting of the NAC, often reiterating previous speeches made by him and Monteith.⁵ Willard's philosophy is evident throughout the great majority of reference manuals, annual reports, promotional materials, Advisory Council minutes, Federal-Provincial Committee minutes and the speeches made by himself and the various Ministers of Health and Welfare from 1962 to the end of 1968. For example, in 1967 Willard described the program as,

...one of the most exciting programs ever embarked upon by the Canadian government.

⁵ For example see NAC, March 9-10,1964:2.

In terms of the potential value to Canadians, the Fitness and Amateur Sport Program is limited only by the energies and attitudes of Canadians themselves.

The program has the basic aim of raising the level of fitness in Canada. It is a long-range program, not so much designed to build a nation of world champion athletes in a season as to assist Canadians toward a more healthy, satisfying and active life through amateur sport and physical recreation, the kind of life that itself produces champions.

Though the Fitness and Amateur Sport Program cannot be all things to all people, it is broad enough, and yet specific enough to warrant the phrase, "A Program for Everyone" (DNHW, 1967: Foreward, First edition of the Reference Manual, A Program for Everyone).

The Honourable Allan J. MacEachen in the second edition foreward of the same booklet states:

Among the emerging problems of our era are those associated with the increasing amounts of leisure time available to most Canadians. There are many ways of using leisure creatively, and in a manner which will enrich life and assist the individual to attain the fullest use of it. One important way is through participation in sport and active recreational pursuits (DNHW, 1967: Foreward, second edition of the Reference Manual, A Program for Everyone).

Clearly, the philosophy and position initiated and maintained by Willard and others in the Department of National Health and Welfare, especially Doris Plewes, during the formulation and early implementation of the Act shaped the nature of the outputs of the FASA from 1962 to the end of this period. Diefenbaker and Monteith came around to the point whereby they were resonating Willard's view. And from the outset the NAC was influenced by the broad perspective

espoused by the Prime Minister, Minister and Deputy Minister. Indeed, in his introductory remarks to the first meeting of the NAC, the newly appointed sport-oriented Council Chairman Ken Farmer was quoted as saying:

...that the Council should regard itself as essentially a national body rather than a collection of local representatives and that the raising of standards of fitness in Canada should be in the forefront of its objectives(NAC, Feb 5.,1962:2)

STRUCTURE

The vestiges that survived between 1954 and 1961 left something to start with and this was very important, after all, Doris Plewes did manage to keep things going and hold things together (Spicer, 1977).

From 1954, the point of reference in the federal government bureaucracy for matters related to the previous NPFA, was the Fitness and Recreation Division in the Welfare Branch of the Department of National Health and Welfare (see Figure 3-9). Therefore, as the new Act began its gestation period the Minister of Health and Welfare was considered the official government forebear with Willard and Plewes being considered chiefly responsible for its conception. Quite naturally the newborn Act was housed in the Department of National Health and Welfare where it could be best nurtured and cared for as it developed.

The Act specifies that the Minister of Health and Welfare is responsible for its implementation (section 2). The Act allows for three main channels through which a

Minister's decisions on allocations and other matters can be implemented, the Directorate, the NAC and the provinces. Monteith (1962:4) stated there would be an "...administrative set-up at the federal level on a limited scale." Although the Act is mute on how this set-up, provided for in section 11, was to be structured, Mr. Monteith announced that a director was to be hired reporting directly to the Deputy Minister of Welfare (Monteith, 1962:4-5). This newly established Directorate would, with other directorates and programs within the Department, provide some services directly to the sport delivery system. In the first instance, however, the FASD was viewed only as a secretariat to the NAC which could secondarily play a useful role by providing technical advice and consultant services to the program (Dion, 1977; L'Heureux, 1977; NAC, Feb. 5, 1962:1).

The intention was that the Minister would be guided in his deliberations by the National Advisory Council. Grants also were to be made through the NAC to the agencies, organizations or institutions carrying on activities in the field of fitness or amateur sport as specified by section 4 of the Act (FPD, 1962:1; NAC, Feb. 5, 1962:1; see Appendix 3-1). The third channel to be utilized to deliver the fitness and amateur sport program was the provinces.

Fitness and amateur sport programs were to be implemented by the provinces under the terms specified in

section 5 of the Act. No other structures were alluded to in the Act but the NAC and the FASD . However, regular Federal-Provincial Ministers' and Deputy Ministers' Conferences were envisioned to implement the cost-sharing agreements authorized by section 5 (Monteith, 1962:3). Figure 4-1 shows the relationship of the Department of National Health and Welfare to the NAC and the Federal-Provincial structure that developed by 1964. An historical overview of these organizational developments from the time the FASA was passed to 1969 follows.

The Department of National Health and Welfare

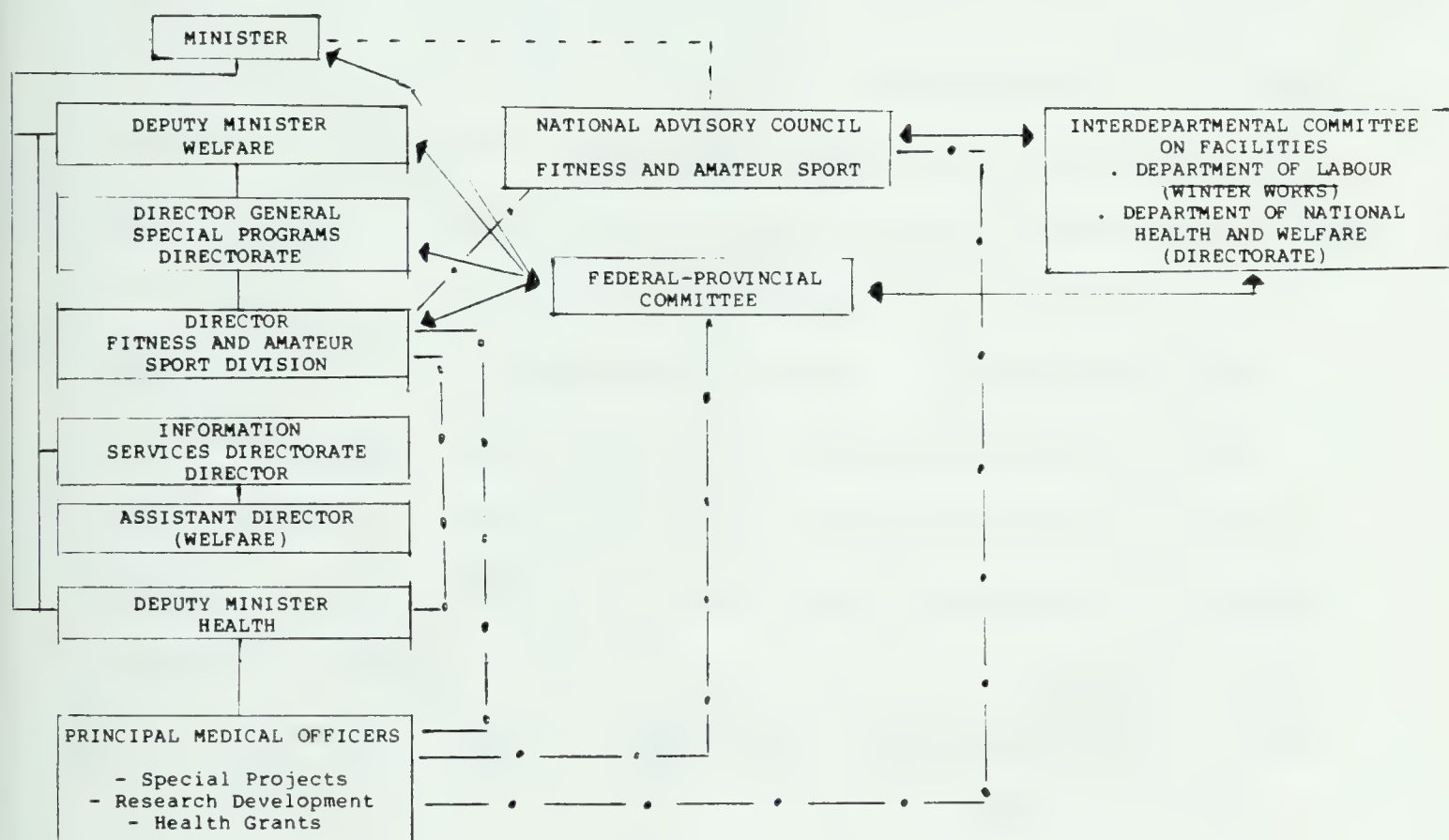
Lefaive (1977) states that the Minister of the day and his or her interest in and interpretation of an Act has a pronounced influence on the Cabinet's attitude toward it, its implementation and its program. Section 2 of the FASA made the Minister of Health and Welfare the decision-maker of record and responsible for its implementation.

The Ministers. Meagher (1977) states that in his judgement the passage of the Act itself still represents the biggest single event affecting the development of fitness and amateur sport in Canada. The next most important series of events affecting the national development of fitness and amateur sport, in Meagher's view, is the succession of Ministers. Semotiuk (1977) who has carried out extensive research on fitness and amateur sport in Canada has concluded,

FIGURE 4-1

THE RELATIONSHIP OF THE DEPARTMENT OF NATIONAL HEALTH AND WELFARE
TO THE FITNESS AND AMATEUR SPORT PROGRAM: 1964-1969

DEPARTMENT



Scale: 1 organizational line-staff relationship —————
 2 advisory relationship - - - - -
 3 consultative, assisting relationship
 4 collaborative relationship <----->

Sources: DNHW Annual Reports (1962-1969),
 NAC Minutes (1962-1969),
 Public Accounts (1964-1969).

"What takes place is a direct reflection of the policy of the Minister that holds the portfolio."

Following the Throne Speech in November of 1960 Monteith demonstrated a great deal of initiative in making the Act a reality. As mentioned in the previous Chapter and in the above discussion on objectives the government's emphasis was reflected in the title of the Fitness and Amateur Sport Act. However, following the Act's proclamation, in his speeches at the CSAC, the NAC and the Federal-Provincial Ministers' meetings Monteith espoused the broad recreation philosophy advocated by his Deputy Minister, Dr. Joseph Willard. Had the Minister not agreed with Willard's orientation the program most assuredly would have taken a different course. If Monteith had only emphasized national and international sport, the first Advisory Council with its predominance of "sports people", in all likelihood, would have advocated a narrower program. Credence for such an hypothesis is provided by Troy (1962:16). He indicates that initially the Minister

and Ken Farmer, the first NAC Chairman, disagreed on the program approach that should be taken. However, at the initial NAC meeting, Prime Minister Diefenbaker and Monteith emphasized a very broad "assisting-only" type program involving all citizens and committees across Canada, collaboration with the provinces and all related private organizations constituted on a nation-wide basis. Following the Minister's address Farmer concurred with the points made by Monteith and the Prime Minister (NAC, Feb.5, 1962:1-2). A review of the NAC minutes shows that since this first meeting the Council has always viewed the program in its broadest context.

Monteith's "Willard-influenced philosophy" continued to be advocated by his two immediate successors, the Honourable Judy LaMarsh and Allan MacEachen (LaMarsh, 1966; MacEachen, 1967).⁶ As well all three viewed the NAC as predominant over the Directorate (CASF, 1966p:24; Monteith, 1962; NAC minutes, 1962-1968). In general, however, neither LaMarsh nor MacEachen appeared to be that enthusiastic about the program (Blackstock, 1977; Dion, 1977; Glynn, 1977; Meagher, 1977; Willard, 1977).

One of the persons interviewed for this study said, in confidence, that LaMarsh's first desire was to repeal the FASA. This same individual maintains that her total attitude was negative and that upon assuming office she

⁶ See Appendix 8.

said, "...we will have to get rid of Dief's [Prime Minister John Diefenbaker] program right away." The interviewee further states:

...when [LaMarsh realized] this was not politically feasible she wanted to move the Fitness and Amateur Sport Program to the Department of the Secretary of State, where [in the opinion of the interviewee] it would have received an even lower priority (1963).

The attitude of both LaMarsh and MacEachen toward the program is also evident from a review of the Commons Debates during this period. The Commons Debates show that issues related to fitness and amateur sport were raised on numerous occasions; but what is noticeable is the lack of initiative with respect to fitness and amateur sport advanced by the two former Ministers.⁷

L'Heureux (1977) infers that MacEachen at times appeared to show an interest but never really got involved to the extent whereby his own personality had an influence on the program. MacEachen, it appears, was comfortable with letting the NAC and the Directorate determine the direction of the program; he appeared to be very satisfied with the Council appointments and the Directorate Staff (CASFP, 1966: 24; CAHPER, 1968; L'Heureux). Perhaps it is for these reasons that MacEachen's Parliamentary Secretary - Margaret Rideout, seemed to be more visible than the Minister insofar

⁷ See Miscellaneous Federal Government Involvement section in this Chapter.

as she represented him at many of the Advisory Council and Canadian Amateur Sports Federation meetings. As well Rideout was more active in the House of Commons than her predecessor in responding to questions about the fitness and amateur sport program for the Minister. MacEachen's style was in sharp contrast to that of his successor, the Honourable John Munro.

Meagher, who worked on the NAC during the tenure of both LaMarsh and MacEachen and who also carried out studies for John Munro shares the following view of the three ministers. He states:

Judy LaMarsh, I don't think, was that enthused about the program but she understood that it provided tremendous visibility....Allan MacEachen never appreciated the political clout of the fitness and amateur sport program and as a result was never enthusiastic about it. Then Munro came along and I guess he was the best in the sense he really understood the power of this thing in projecting the "John Munro image" across the country. He wasn't nearly as safe as LaMarsh and he didn't hesitate to make decisions that he thought were important and he was much more visible than MacEachen (Meagher, 1977).

In all fairness, a minister's priorities are, in large part, dictated by the overall objectives and current program emphases within any department. Obviously, programs in which the fiscal responsibilities are greatest will usually receive the most attention by ministers and senior bureaucrats. Table 4-1 composes the total expenditures of the government, Department of Health and Welfare and the Fitness and Amateur Sport Program in the fiscal years

overlapping the terms of office of LaMarsh, MacEachen and Munro. The Public Accounts also show that the Department of National Health and Welfare is the largest in the federal government. During this period the FASD conducted one of the smallest programs within the Department.⁸ Therefore, the FAS Program, in all likelihood received its fair share of attention from LaMarsh and MacEachen. Munro, on the other hand, because he may have been more concept-oriented liked the positiveness, unifying nature and health enhancement potential of sport and fitness that could benefit all Canadians. From the very beginning of his Ministry, Munro associated himself closely with the program (Glynn, 1977; Lefaive, 1977; Munro, 1968a and 1969a; Pugliese, 1977).

TABLE 4-1

FITNESS AND AMATEUR SPORT EXPENDITURES COMPARED TO TOTAL
FEDERAL GOVERNMENT AND DEPARTMENT OF NATIONAL HEALTH AND
WELFARE EXPENDITURES (in millions of dollars)

EXPENDITURES BY					FAS EXPENDITURES AS % OF TOTAL	
	1964-65	1968-69	1964-65	1968-69	1964-65	1968-69
Federal Government	\$ 7,180.3	\$10,767.2			.032	.040
National Health and Welfare	\$ 1,297.6	\$ 1,668.7			.177	.258
Health Branch	\$ 501.7	\$ 755.1			.458	.569
Welfare Branch	\$ 761.1	\$ 900.7			.302	.477
Fitness and Amateur Sport	\$ 2.3	\$ 4.3			----	----

Sources: Public Accounts, see Appendices 23 and 27.

⁸ It was not the smallest as West, 1973a,6:5 states. (Public Accounts, 1969:16.2,3,28).

During this period the office staff of the ministers did not appear to have any significant impact on the fitness and amateur sport program. Carmichael (1977) though did mention that from time to time a minister's executive assistant exerted some influence on a decision because they could, if they chose to, block or push. Rather, from 1962 to October of 1968, the first four ministers responsible for the Act were influenced most by the senior bureaucrats, namely the Deputy Minister and Director General, John A. MacDonald. In these first six years of the fitness and amateur sport program the ministers emphasized the fitness and mass participation in sport perspective; a philosophy linked to the "dominant common denominator" of this period, Deputy Minister, Dr. Joseph W. Willard.

The Deputy Minister. Without exception everyone interviewed for this study who was closely involved with the FASA during the '60's attributed the continued growth and consistent direction of the Act's program to Willard. Spicer (1977) states, "Willard took a very personal interest in the program and on balance it was very effective...the program was one of his pets until he resigned in 1973".

Willard verified Spicer's conclusion in his interview for this study. He said that, as far as he was

concerned the four major programs he was responsible for were the Canada Pension Plan, Canada Assistance Plan, Old Age Security and Family Allowances program, and Fitness and Amateur Sport. Willard says:

All are important but varied in finances. I did not (necessarily) relate dollars to importance. All four, as well as some smaller programs later, are very important (Willard, 1977).

The Fitness and Amateur Sport Directorate

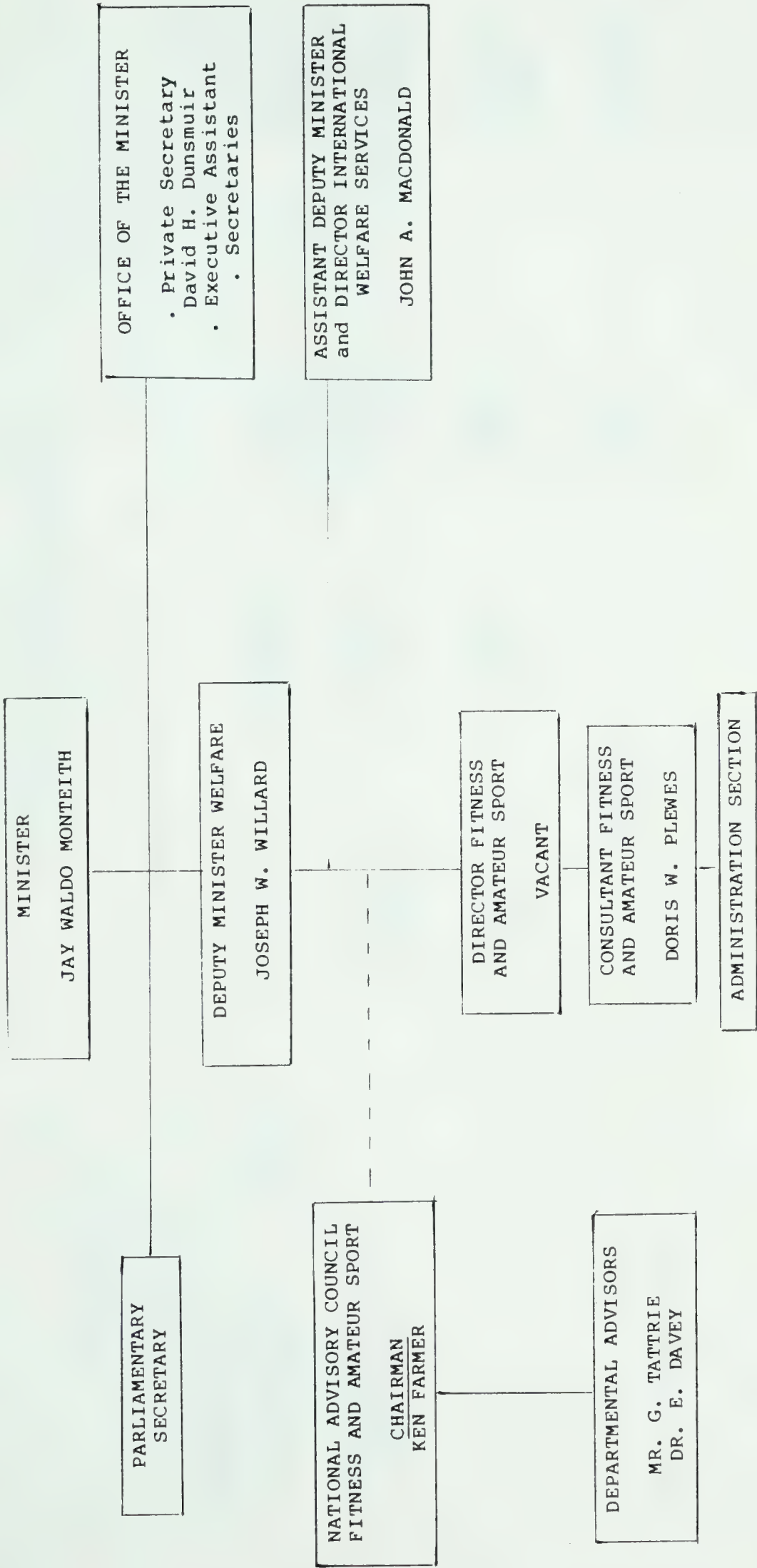
When the FASA was proclaimed December 15, 1961 the Fitness and Recreation Division⁹ was re-named and elevated to directorate status. This meant that that the person heading up the new program under the Act would be designated as a Director, reporting to the Deputy Minister of Welfare, Figure 4-2 (Monteith, 1962:4-5). Figure 4-3 shows the relationship of the Fitness and Amateur Sport Directorate (FASD) to the other directorates in the Department of National Health and Welfare to the end of the 1962-63 fiscal year.

In 1963 a reorganization began to occur in the Department and by 1964 many of the smaller directorates depicted in Figure 4-3 were merged into larger directorate units. Each new directorate was headed by a Director General. These changes are reflected in Figure 4-4. As Directors General are equivalent to Assistant Deputy Ministers, this meant in essence that two additional Assistant Deputy Ministers were appointed to the Welfare

⁹ See Figure 3-9.

FIGURE 4-2

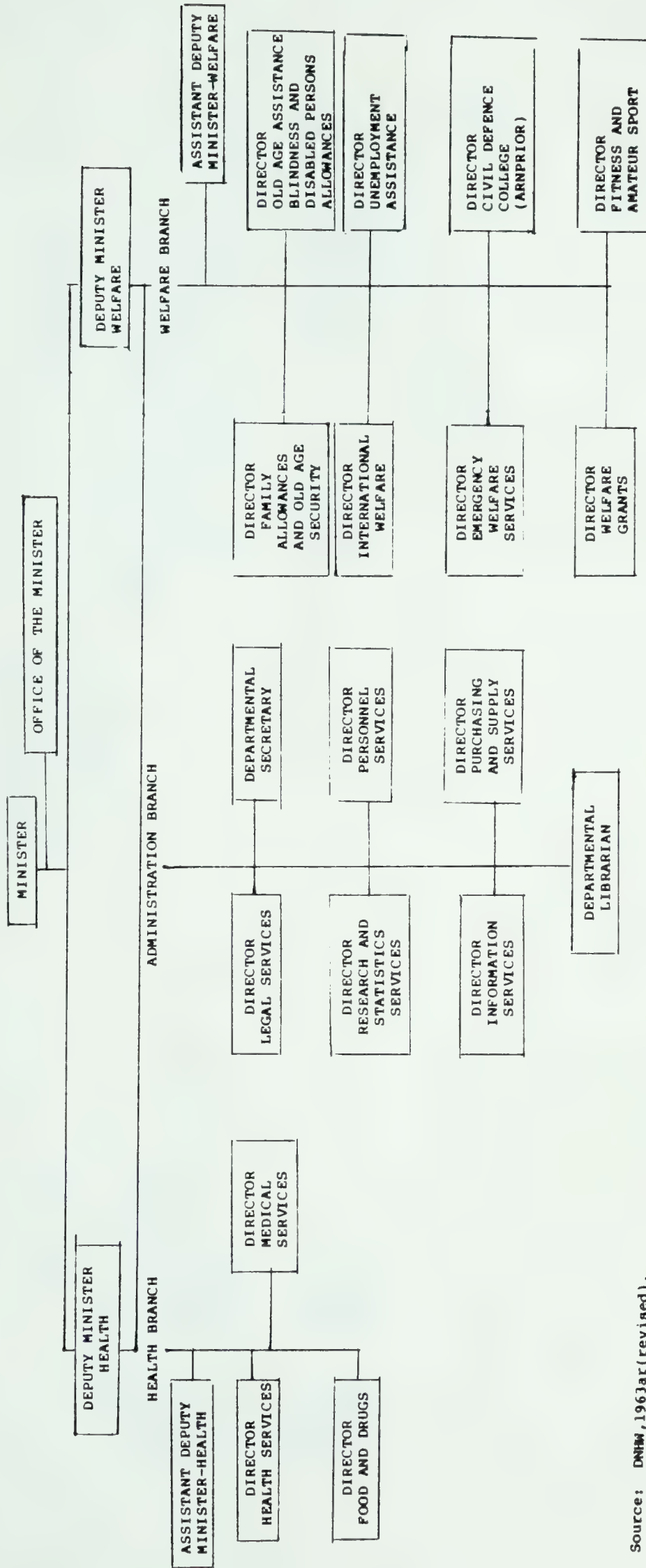
STRUCTURE AND STAFF OF THE DEPARTMENT OF NATIONAL HEALTH AND WELFARE IN RELATION TO THE FITNESS AND AMATEUR SPORT DIRECTORATE: FEBRUARY, 1962



Source chart compiled from: NAC (Feb. 5, 1962; April 16-17, 1962).

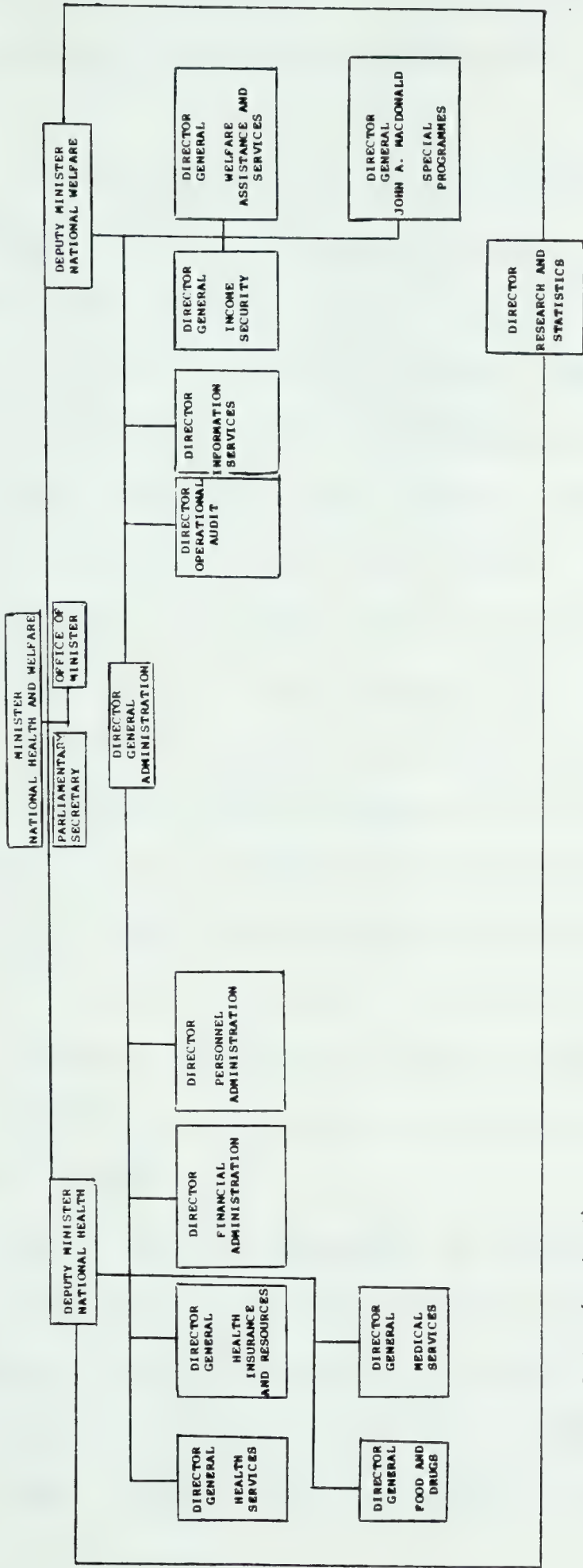
FIGURE 4-3

DEPARTMENT OF NATIONAL HEALTH AND WELFARE :1963



Source: DNH, 1963ar(revised).

FIGURE 4-4
DEPARTMENT OF NATIONAL HEALTH AND WELFARE: 1969



Source: DNHW, 1968ar(revised).

Branch of the Department. Fundamentally, this organizational structure remained the same from 1964 to 1969.

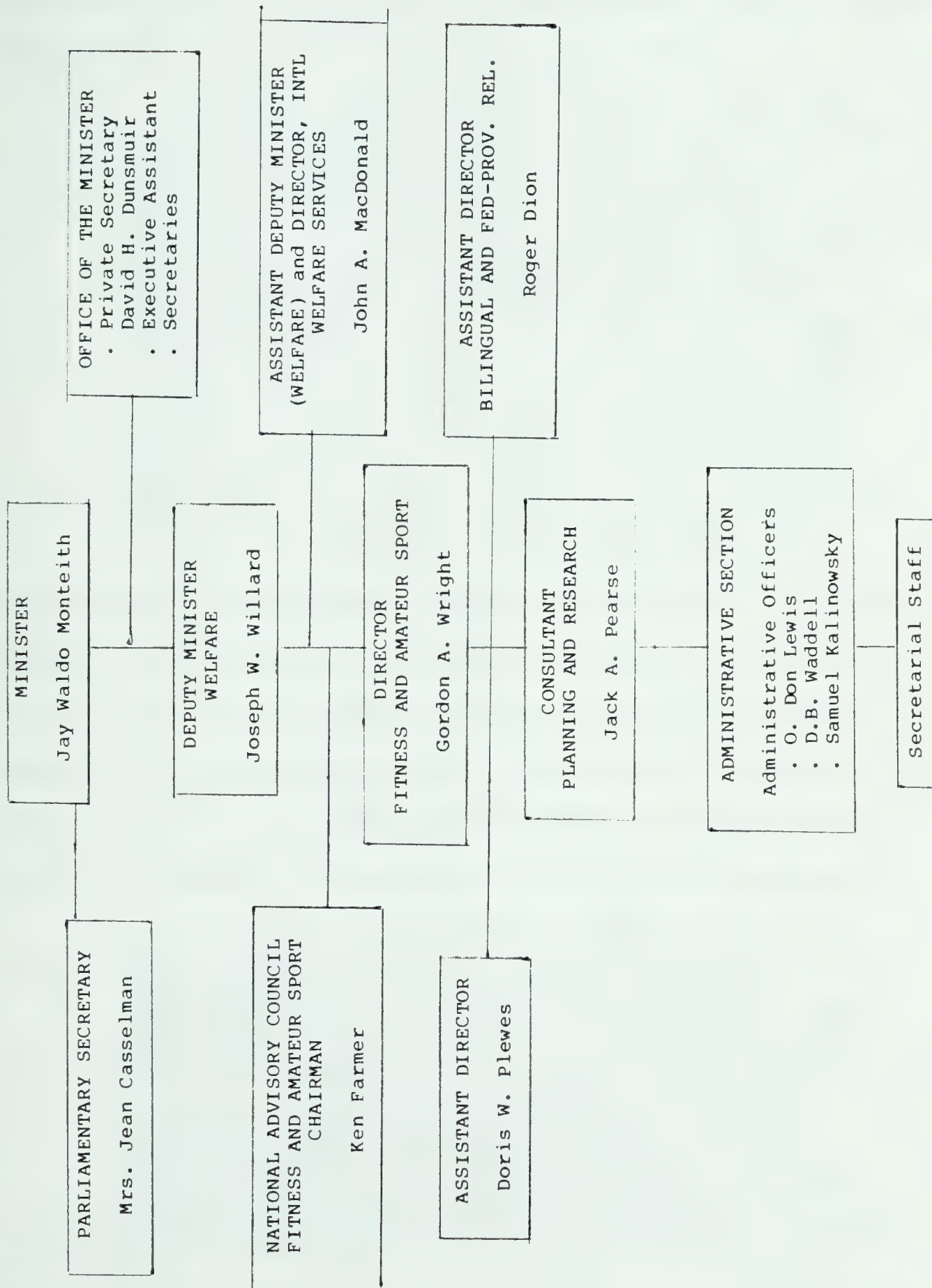
Officially and technically speaking this change relegated the FASD to division status in the federal government bureaucracy (Public Accounts, 1965-1969). However, a review of annual reports, NAC minutes, Federal-Provincial Committee minutes, promotional materials about the FASD and interviews with former staff and NAC members show that "the Directorate" was rarely referred to as a division. Therefore, the term Directorate used alone refers to the FASD in this study.¹⁰

Section 11 of the Act allowed for the hiring of paid staff "...necessary for the administration of this Act...." (see Appendix 3-1). The paid staff were hired under the terms of the Public Service Employment Act in effect at the time. The hiring of Gordon A. Wright as the Director of National Fitness and Amateur Sport on May 23, 1962 marked the operational establishment of the FASD housed within the Department (DNHW, 1962a).

Wright was the Director of the Physical and Health Education Branch of the Department of Education in Ontario from 1948 until his appointment in May of 1962. During the formative years of the FASA Wright was also the President of CAHPER (DNHW, 1962a). As President of CAHPER and because of

¹⁰ Figure 4-5 shows "the Directorate" as a Division to reflect its subservient status to the Special Programs Directorate.

STRUCTURE AND STAFF OF THE DEPARTMENT OF NATIONAL HEALTH
AND WELFARE IN RELATION TO THE FITNESS AND AMATEUR SPORT
DIRECTORATE: October, 1962- April, 1963



Sources chart compiled from: CAHPER (1964a, 1964e); DNHW (1962, 1963ar); Federal-Provincial Directors (Sept. 29, 1962: Appendix A); Kalinowsky (1977); NAC (Nov. 15-16, 1962:1,3; Nov. 18-19, 1963:1).

his provincial connections Wright met often with the Minister and other federal government officials during the earliest stages of the Act's implementation. C.R. "Blackie" Blackstock writes in a letter to Winona Wood:

Gord and some of the rest of us here, who have been party to these consultations with the Federal Government, have not felt free to report in any detail what has been going on until now, when the Government has brought it out in the open. You can be assured that your epistles and missiles have been read and have been good support to the screeds CAHPER has been directing to them. We know that the YWCA and YMCA support the position CAHPER has taken. We have been in fairly close touch with their national offices, as we have with the Youth Hostels. Gord has kept himself in touch with other provincial directors across the country, and I think it is fair and true to say, that he has been responsible for a common presentation to the Federal Minister (CAHPER, 1962d).

As an organization CAHPER pushed hard for one of its own members to be employed in the new position. Ironically, Wright himself with "Blackie" headed a campaign urging members of CAHPER to apply for the position. Wright, in a letter to Maury Van Vliet, Director of the then School of Physical Education at the University of Alberta states:

By this time you should have received the latest CAHPER Journal in which Jack Life and I have attempted to clarify this picture [regarding the new program under the Act] for our members. You may be further relieved to know that Blackie and I insisted that a number of our senior members including provincial directors, send in an application for the position of Director of Fitness and Amateur Sport. None of the people suggested really wants this job but we felt that from a professional point of view, applications had to

be submitted, and if one or more of our members was offered the job, we at least would be in the position of protecting it from going to certain individuals who would not be acceptable to provincial governments or university personnel (CAHPER, 1962a).

To make sure that the position would not go to a person unacceptable, CAHPER, through Wright, sent letters of support and non-support for "certain individuals" to the Civil Service Commission "...actions we had to take in the interests of the profession" (CAHPER, 1962a).

Blackstock in a reply to Stan Spicer writes:

We [CAHPER] are not very happy about the terms on the poster sent out for the director's job. It is our hope that someone good will apply and be selected. CAHPER was asked to supply a mailing list, which we did, rather reluctantly. Health and Welfare are most anxious to get the bill [Bill C-131] into the hands of our people (CAHPER, 1962e).

On February 8, 1962 Robert Osborne wrote Gord Wright about the discussions held at the first NAC meeting three days earlier. Osborne noted the Prime Minister made reference to CAHPER three or four times. This appreciation and acknowledgment of CAHPER led Osborne to the conclusion

...that CAHPER might have some reason to be concerned professionally about the terms of reference or qualifications for the position. It is true that the position calls for a "broad general knowledge of the field of fitness, recreation, and amateur sport in Canada" but there is no specific reference to the physical education or to professional membership in CAHPER....CAHPER Executive in their own interests might well consider registering with the Minister of National Health and Welfare some kind of suggestion concerning the absence of a definite statement on professional qualifications with respect to physical education. I am thinking of this from the point of view of

strengthening the position of any CAHPER members who might apply for the position (University of British Columbia, 1962).

The Executive Secretary of CAHPER, C.R. Blackstock in replying to Osborne on February 20, 1962 says:

We visited with the Civil Service Commission urging them to have the selection board give weighted consideration to membership and experience in the Association, and its several offices. Gord is at the Ministers' meeting [i.e. Federal-Provincial Conference] in Ottawa presently, and I know he was going to urge upon the department and the selection board your suggestions (CAHPER, 1962c).

Apparently, after the selection process had been completed the Minister and Willard were dissatisfied with the potential candidate for the position. Early in April of 1962 they decided to approach Wright about the position. Blackstock (1977) says that Gord contemplated his decision for a good while before agreeing to the draft. Wright assumed the position in June (West, 1973a,3:6).

Dr. Doris Plewes was then appointed Assistant Director. One has to ask why Plewes was not appointed to the Directorship of the program. In general, the consensus of those interviewed, who were close to the scene during this period, was that her management style over the years was not conducive to tactfully dealing with the fitness and amateur sport publics. Although most recognized her commitment and great contribution to the field many felt that she operated in isolation, believed that her philosophy was the "only" one and was perceived within the civil service as a maverick and an individual who was close to

retirement (Blackstock, 1977; Davidson, 1977; Nixon, 1977; Passmore, 1979). She obviously had been around long enough to acquire many enemies. Without question Plewes was one of those "certain individuals" Wright was referring to in his letter to Van Vliet (CAHPER, 1962a).

The other major appointment was that of Roger Dion who was appointed to the newly created position of Assistant Director - Bilingual and Federal-Provincial Relations (Figure 4-5). Mr. Dion had been a member of the physical education and recreation faculty at the University of Ottawa. In 1960, he became the Director of the first municipal recreation commission in French-speaking Canada and acted as a technical advisor to the Quebec Government on provincial services in physical education and recreation (CAHPER, 1964a; NAC, Nov. 15-16, 1962:3).

From the beginning the role of the Directorate was seen as a low profile service oriented one linking the two main channels of the program, the NAC and the provinces. From 1962 to 1966 the Ministers and Willard emphasized that the Directorate's role was to carry out the approved recommendations of the Council and react to its and the provinces demands (NAC, Nov. 15-16, 1962:5; West, 1973a,5:1-2). As the FASD developed it became more assertive and from time to time had to be reminded of its fundamental role. In a memorandum to John MacDonald, Willard states:

The Directorate merely provides services to the Council and any of its committees. It has no views on anything the Council is considering or recommending as far as the press, the Council or anyone outside the Department is concerned (DNHW, 1966).

One other key role the FASD was to play was that of coordinating all federal government department efforts related to fitness, sport and recreation. This role has never been fully realized, even to the present. During this period though, primarily because the NAC raised the issue of facilities so often, the Directorate sat on the Interdepartmental Committee on Facilities (Figure 4-1).¹¹

Beginning with the third meeting of the National Advisory Council the Directorate principally through the Principal Medical Officer of the Health Branch established a liaison with the health side of the Department (see Figure 4-1). This close relationship lasted until 1968. Dr. J.B. Bundock, who became the Principal Medical Officer by 1963 attended every meeting of the NAC up to June of 1968. Notably, both the Deputy Minister of Welfare and Health attended the NAC meetings. However, the Health Branch only conferred with the Directorate and the NAC on matters directly related to health as they interpreted the sport aspect of the program as a welfare service (West, 1973a,5:5).

In August 1963 following Gord Wright's resignation for health reasons, Dion was appointed as the Acting Director

¹¹ See Miscellaneous Section this Chapter.

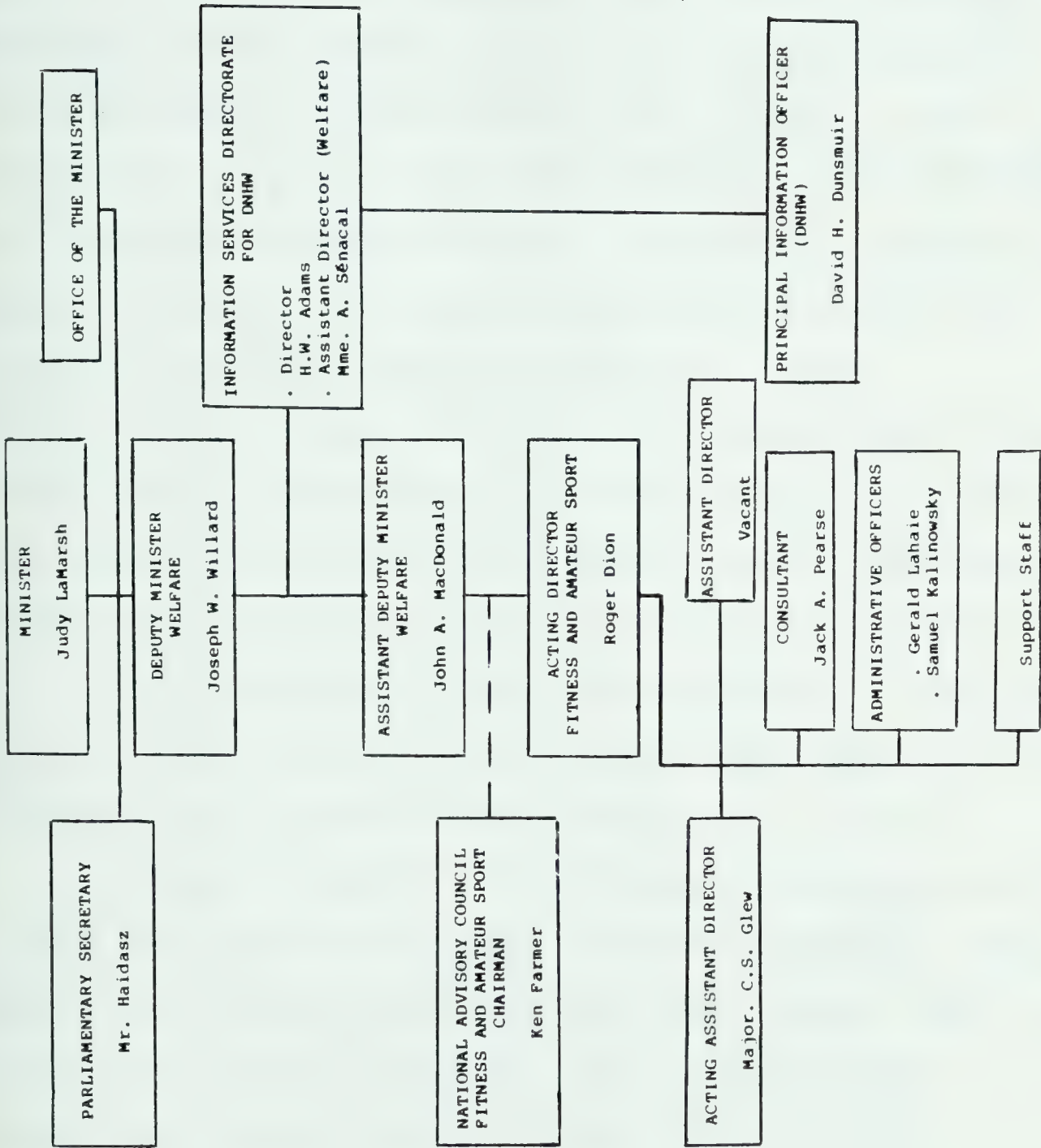
(Figure 4-6). A month later, Doris Plewes resigned because she was due to retire but also because of some pressures from outside government. These pressures came from groups and associations who believed that her efforts were responsible for Wright resigning in despair. About this same time the Documentation Centre for Fitness and Sport, begun at the University of Ottawa, was beginning to develop¹². As Plewes had such a good record in this regard the government, with approval from the Centre's advisory committee, put her in charge of the operation and "...that's how they got rid of her" (Blackstock, 1977).

Other continuing appointments to the Directorate were also made. Jack Pearse began as a planning and research consultant and by 1964 he had assumed some of Plewes' former duties (Figure 4-5, 4-6). Sam Kalinowsky started his career in government in 1962 as a program manager. By 1964 he assisted the Assistant Director with student aid and research grants (Figures 4-5, 4-6, 4-7). Major C.S. Glew joined the Directorate as an Administrative Officer in charge of the administration of the grants to national organizations. Prior to joining the Directorate he was in charge of the Canadian Army's entire physical education program (CAHPER, 1964e). For a while after Plewes' resignation he acted as an Assistant Director (Figure 4-6).

¹² See Educational Information, Programs, Output Section in this Chapter for further information about the Documentation Centre.

FIGURE 4-6

STRUCTURE AND STAFF OF THE DEPARTMENT OF NATIONAL HEALTH
AND WELFARE IN RELATION TO THE FITNESS AND AMATEUR SPORT
DIRECTORATE: September, 1963 - January, 1964



Sources chart compiled from: CAHPR (1964e); DNHW (1963ar); Kalinowsky (1964); NAC (March 9-10, 1964 :1), West, 1973a, 5:5).

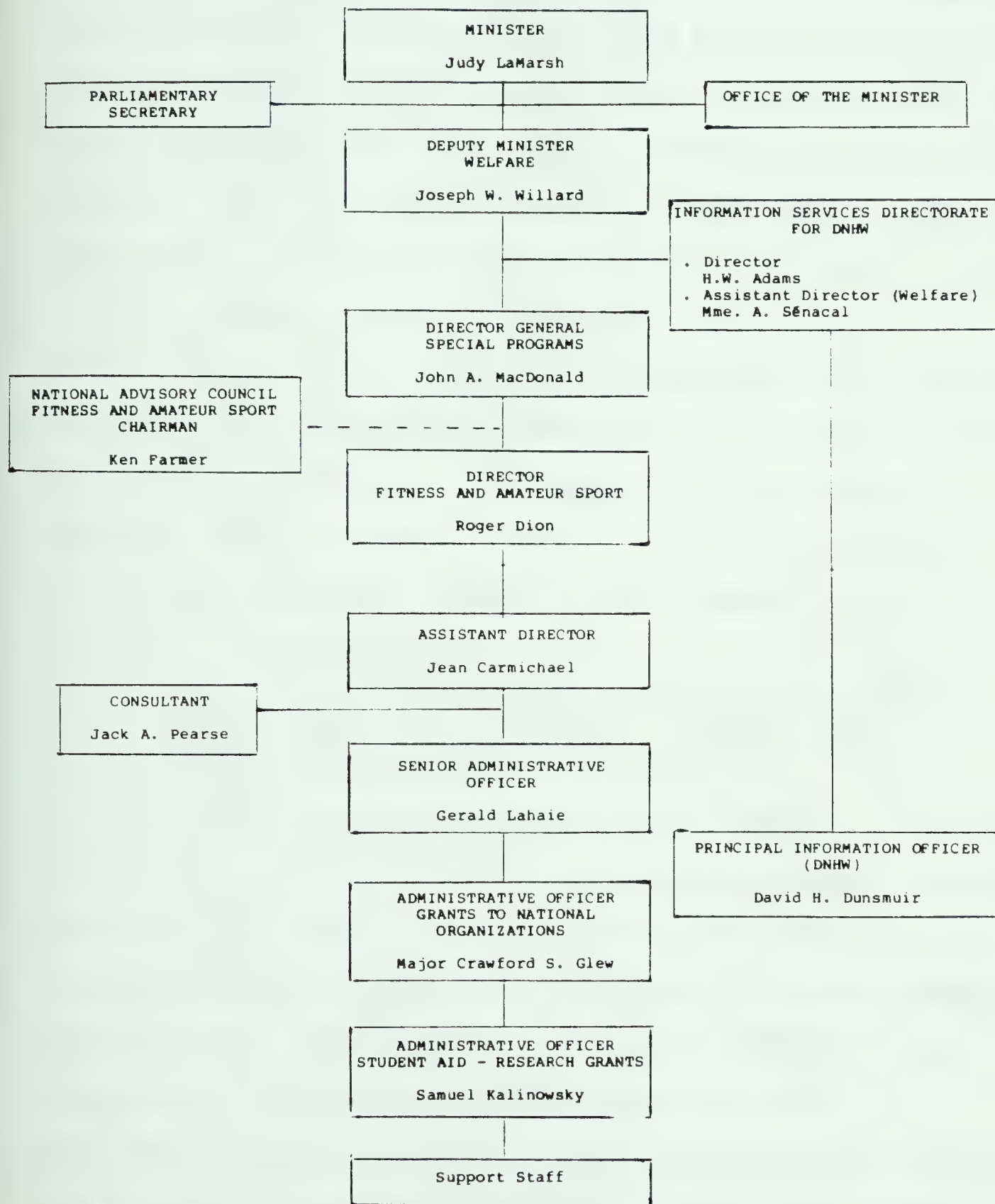
In April 1963 David Dunsmuir was appointed to the Information Services Directorate for the Department of National Health and Welfare. From that time he was responsible for the development of publications and visual aids for the program. Dunsmuir was a private secretary to Monteith and was closely associated with the Minister's office during the drafting of the Act (CAHPER, 1964e). By the seventh meeting of the NAC, committees on information and publicity related to hockey, basketball, volleyball, soccer, baseball and skiing were formed as part of the Council (NAC, June 26-27, 1964:5-13)¹³. These committees developed the concept of "how-to kits" for each sport. When publication of the kits became an onerous task for the NAC and Directorate a closer liasion developed between the Information Services Directorate (Figures 4-6, 4-7). The Information Directorate by March 31, 1964 became totally responsible for all informational aspects of the program (DNHW, 1964ar:10; NAC, March 9-10, 1964:3).

Early in 1964 Mr. Gerald Lahaie was appointed as the Senior Administrative Officer in the Directorate. Lahaie moved over to the Directorate from the National Parks Branch of the Department of Northern Affairs and National Resources. Lahaie's main task was to provide the Directorate with accounting expertise. Blackstock (1977)

¹³ See the next section on the structure of the NAC.

FIGURE 4-7

STRUCTURE AND STAFF OF THE DEPARTMENT OF NATIONAL HEALTH
AND WELFARE IN RELATION TO THE FITNESS AND AMATEUR SPORT
DIRECTORATE: c. November, 1964



Sources chart compiled from: CAHPER (1964a, 1964b); DNH (1963-1964ar); Federal-Provincial Directors (Nov. 16-17, 1964:1,5), NAC (Nov. 18-19, 1963:1).

and L'Heureux (1977) stated that Lahaie's appointment signalled the beginning of a more predominant Directorate role in the allocation of funds.

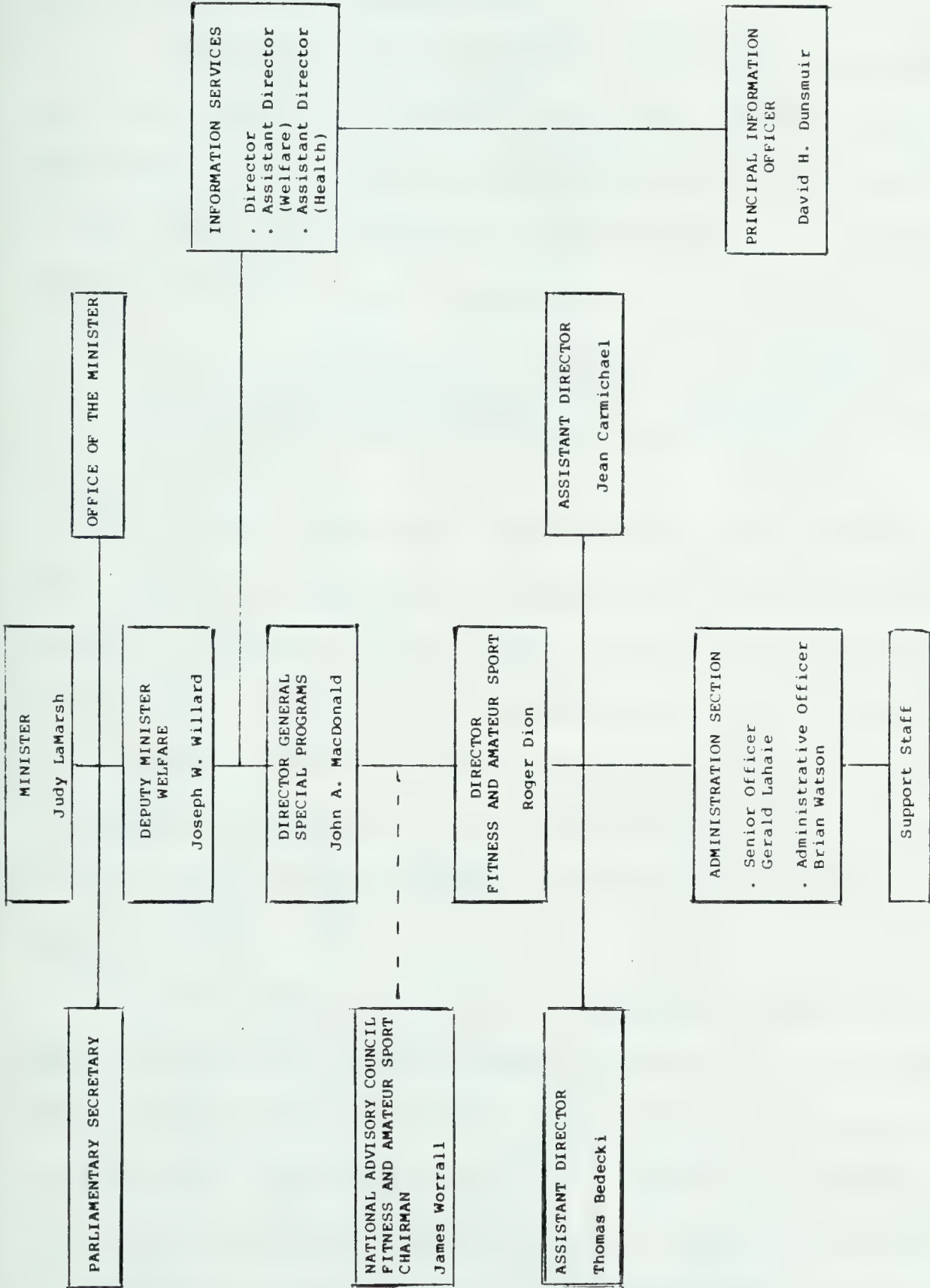
About December of 1964 the re-organization within the Department of National Health and Welfare took place. Directors General were in place towards the end of 1964 and a year later the new structure was formally announced (FPD, 1965:1). This officially removed the Director of FAS one office away, in the vertical hierarchy of the Department, from the Deputy, Willard (Figures 4-7, 4-8). However, unofficially from the time of his appointment John MacDonald insisted that everything be channelled to Willard through his office (Blackstock, 1977; Dion 1977; Kidd, 1965; Meagher, 1977; L'Heureux, 1977). At the fifth Federal-Provincial Directors' meeting it was reported that:

The provincial directors were welcomed by Mr. John A. MacDonald, Assistant to the Deputy Minister of Welfare and responsible for the general implementation of the Fitness and Amateur Sport program (FPD, 1965:1).

When Dion became Director of the program on March 9, 1964, Miss Jean Carmichael was appointed Assistant Director (Figure 4-7). About eighteen months later the vacant Assistant Director's position was filled by Thomas Bedecki (Figure 4-8). These appointments later resulted in the division of responsibilities related to the NAC. Carmichael became responsible for administering the research and scholarship program (Carmichael, 1977; FPD, 1964:3). Bedecki's, "...first task was to establish a good on-going

FIGURE 4-8

STRUCTURE AND STAFF OF THE DEPARTMENT OF NATIONAL HEALTH AND WELFARE
IN RELATION TO THE FITNESS AND AMATEUR SPORT DIRECTORATE: October, 1965



Source chart compiled from: NAC (Oct. 21-22, 1965:1).

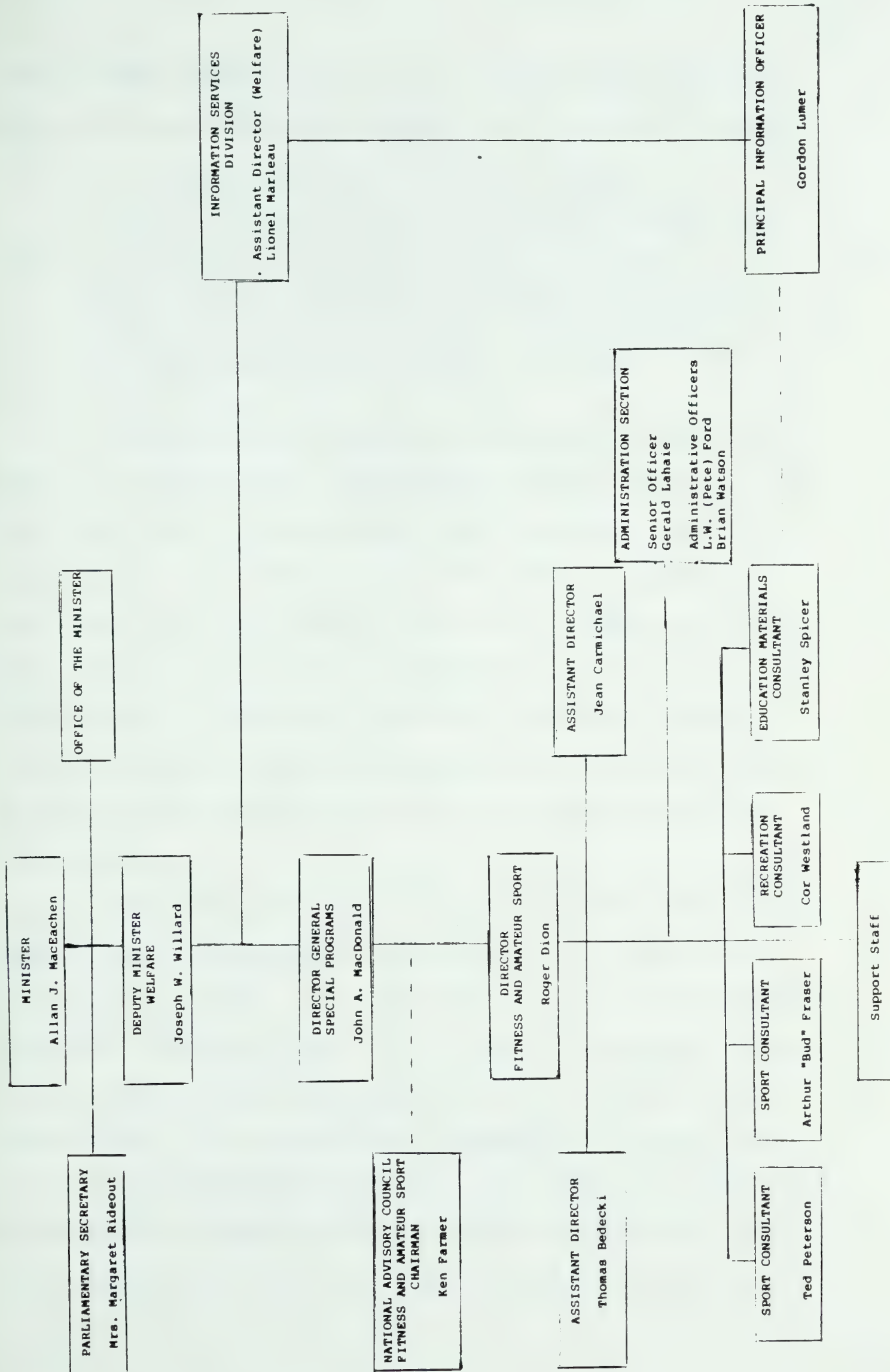
relationship with national sport governing bodies" (Bedecki, 1977). Dion, although the whole program was his concern, mainly devoted his efforts to recreation bodies and the federal-provincial agreements.

The tenth NAC meeting on June 4-5, 1965 ended what could be considered as the first phase of the Directorate's development. Initially the professional staff were hired to be the administrative arm of the Council. At the June, 1965 Council meeting it was recommended,

...that strong representation be made to the Minister to increase the staff of the Directorate particularly in the administrative and information sections (NAC, June 4-5, 1965:7).

The NAC further requested the Minister, Judy LaMarsh, to hire two consultants one in sport, the other in recreation. During the 1965-66 fiscal year four professional staff members were added to the Directorate staff (Figure 4-9). This brought the total number of staff in the Directorate to "...maybe a couple of dozen, counting secretaries and clerical help...we all came together within months of each other" (Spicer, 1977).

The consultants for the program became vital. Their addition began to slowly change the role of the Directorate from a purely administrative one to more of a technical, planning and forward looking one. Darling (1976:23) in his study on the Canadian Amateur Diving Association shows the influence Bud Fraser had on its development. In an interview



with Darling, Fraser indicates the impact the consultants had on the sport delivery system. Darling quotes Fraser:

Communications in 1966 were almost non-existent. There was very little direct contact between the sports governing bodies and the federal government. When we (the consultants) started, we pushed programming. We urged the sports governing bodies to broaden their scope. Up until this time, there were no programs with the exception of those necessary to meet funding requirements (Darling, 1976:25).

Blackstock (1977) who was an outside reviewer for many of the Directorate appointments between 1962 and 1966 says that after the consultants were all hired one of the first things they had to do was determine or figure out their own role. The problem was that "...nobody had sat down and worked out terms of reference for the initial consultants." Therefore, Blackstock concludes, these initial consultants had a significant impact on the future of the program because they virtually decided what their role was to be.

Roger Dion indicated the changing, more assertive role of the Directorate in an address to the 1966 Annual Meeting of the CASF. He viewed the role of the Directorate up to that time as a bank, an "...issuer of cheques", and as a cheerleader "a maker of pep talks". He wanted the Directorate to be accepted as a professional partner with the sport and recreation agencies. He wanted his staff to be welcomed to executive and annual meetings so they could talk business about new techniques; but he did not "want to

create embarrassment or cause undue pressure on national sport governing bodies in hastening the development" (CASF, 1966p:15-16).

The consultants hired therefore, needed to have technical experience to association work, as each were assigned responsibilities related to each client association specific in Figure 4-10. Spicer was to be in charge of educational materials, promotion and audio-visual ventures. As this related closely to the provincial program and organizations such as CAHPER and PRAC his experience working at the provincial level as a director was a great asset to the program.

Cor Westland having worked for a YMCA became the recreation consultant, although initially he was hired as a sports consultant. His responsibilities were related to all the recreation-related associations. (Figure 4-10).

Ted Peterson and Bud Fraser were hired because of their national sport perspectives and their armed services background. Bedeck (1977) who was involved in the hiring process for the new consultants states:

The reason we took individuals from the armed service was their mobility. Some had been around the world and across Canada. They knew what was going on nationally and internationally. The recreation and physical education personnel at the time were fairly stable (in their positions) and really didn't have a national perspective and remember the key

FIGURE 4-10

GRANTS TO ASSOCIATIONS - CONSULTANT RESPONSIBILITIES

A.J. FRASER	E.T. PETERSON	C. WESTLAND	J. MACDONALD
1. Canadian Intercollegiate Athletic Union	1. Amateur Athletic Union of Canada <ul style="list-style-type: none">- Boxing- Fencing- Gymnastics- Handball- Track and Field- Weightlifting- Wrestling	1. ACCL	1. Duke of Edinburgh Award Scheme
2. Canadian Badminton Association		2. AUCC	2. Canadian Documentation Centre (University of Ottawa)
3. Canadian Amateur Basketball Association		3. Boys' Club of Canada	
4. Canadian Amateur Bobsleigh and Luge Association		4. Boy Scouts Association	J. CARMICHEAL
5. Canadian Amateur Golf Association	2. Canadian Archery Association	5. Scouts Catholiques du Canada	1. Canadian Congress of Sports and Medicine
6. Royal Canadian Golf Association - Canadian Ladies Golf Union	3. Canadian Amateur Baseball Association	6. CAHPER	
7. Canadian Amateur Hockey Association	4. Canadian Canoe Association	7. Girl Guides of Canada	T. BEDECKI
8. Canadian Lacrosse Association	5. Canadian Cricket Association	8. Guides Catholiques du Canada	1. British Empire and Commonwealth Games
9. Canadian Lawn Bowling Council	6. Canadian Wheelmans' Association	9. Parks and Recreation Association of Canada	2. Canadian Amateur Sports Federation
10. Canadian Lawn Tennis Association	7. Canadian Field Hockey Association	10. YMCA	3. Canadian Federation of Silent Sports
11. Canadian Association of Amateur Oarsmen	Canadian Women's Field Hockey	11. YWCA	4. Canadian Olympic Association
12. Parachute Club of Canada	8. Canadian Figure Skating Association	12. Canadian Red Cross Association	5. Canadian Games Association
13. (Pétanque) Fed. Can. de Bouliste	9. Canadian Team Handball Federation	13. Royal Life Saving Society	6. Pan Am Games Association
14. Canadian Amateur Ski Association	10. Canadian Kodakan Black Belt Association	14. Canadian Symposium of Recreation	
15. Canadian Amateur Swimming Association	11. Canadian Motorcycle Association		
16. Canadian Table Tennis Association	12. Rugby Union of Canada		
17. Canadian Water Ski Association	13. Shooting Federation of Canada		
18. Canadian Yachting Association	14. Canadian Soccer Football of Canada		
19. Canadian Amateur Football Association	15. Canadian Amateur Softball of Canada		
20. Canadian Equestrian Team	16. Canadian Amateur Speedskating Association		
	17. Canadian Volleyball Association		
	18. Royal Canadian Legion		

Source: Public Archives, RG29, Vol. 916
Fitness and Amateur Sport
Financial Reports and Notes
circa 1966

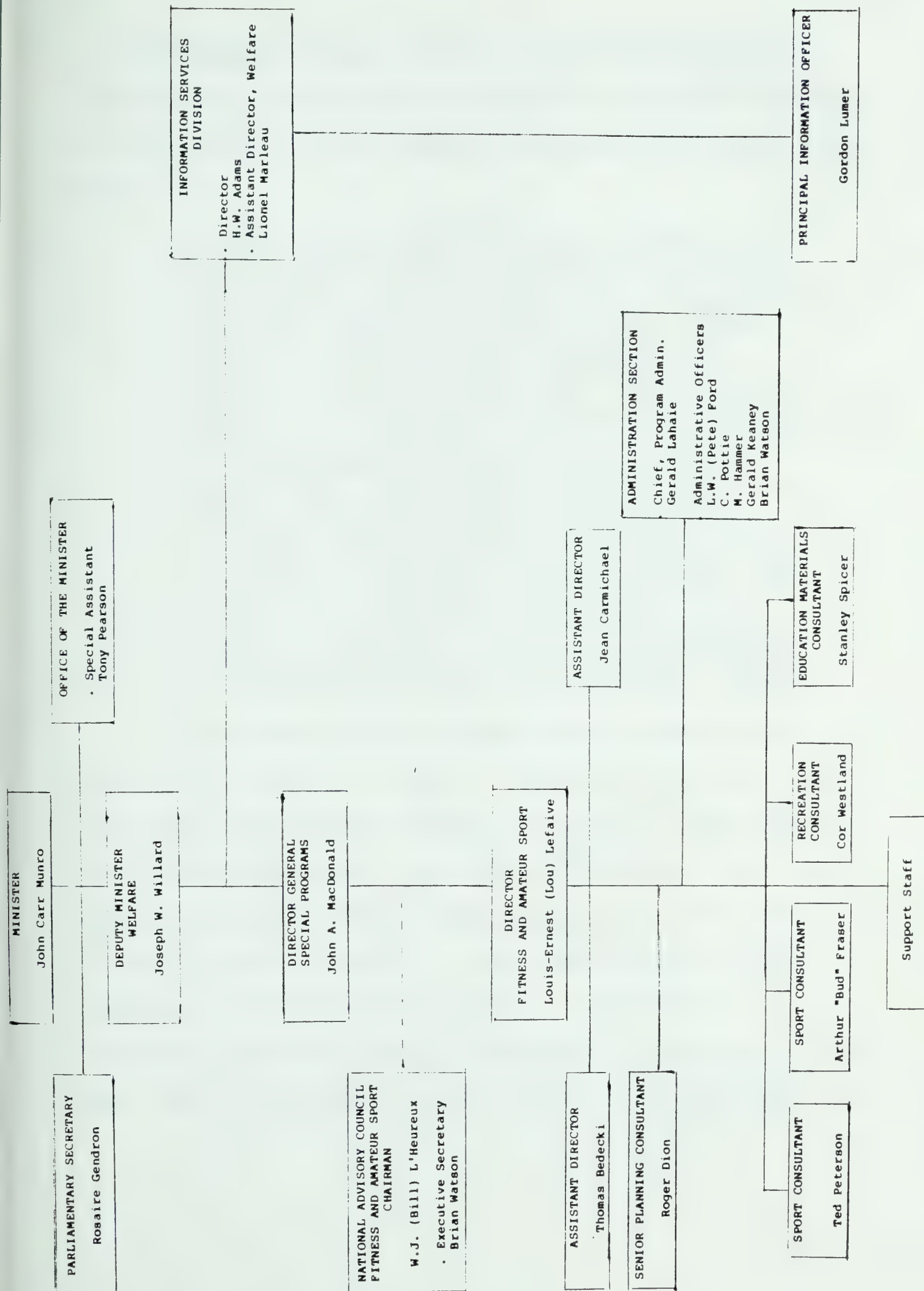
individuals from the outside played a big role [i.e. NAC members].

By October of 1967 Roger Dion resigned his position for health reasons but stayed on staff as the Senior Planning Consultant related to the encouragement of public participation in all forms of recreation at the community level (Editorial, 1968). Jean Carmichael was appointed as Acting Director until Louis-Ernest Lefaive was officially appointed in February 1, 1968 (Carmichael, 1977; Lefaive, 1977). Shortly after Lefaive's appointment Carmichael resigned. See Figure 4-11.

Lefaive's appointment was significant and began a new phase in the Directorate's organizational development. Cor Westland, in his retirement speech on June 29, 1976, with "honest humour" reflects:

When I look back at Fitness and Amateur Sport and when I think of the four directors and ADM's [Assistant Deputy Ministers] I "wore out" in those 10 years, it strikes me that their personalities and their backgrounds are reflected in the history of Fitness and Amateur Sport. The first chief I had was Roger Dion; his reign I would call the period of vision. Roger realized that Recreation was going to play a major role in the lives of Canadians. As a matter of fact, Roger had the vision to hire me, in 1966....The second Director I had was Lou; Lou's era I want to call the era of the program. Those were the days that nobody knew what to do with us; we were a puzzle to everybody in the Department (Westland, 1976:1)

"Lou's era" was unique from the beginning. Lefaive was the first career federal civil servant to be appointed



to the Director's post. "The bureaucrat" unlike his predecessors did not possess a degree in physical education or recreation. The announcement publicizing his appointment states:

The new director brings to Fitness and Amateur Sport broad administrative experience coupled with a sports background. For a decade preceding his appointment to the Dominion Bureau of Statistics a year ago, Mr. Lefaive served the Department of Citizenship and Immigration (now Manpower and Immigration) in a number of administrative posts. He joined the department in 1954 as a personnel officer....He became regional director in 1961....In 1962 he was named deputy director of inspection services for the Immigration Department....His athletic credits include several years of intercollegiate basketball and football with the University of Ottawa. He also played semi-professional softball in the Windsor area for seven years, and coached basketball at St. Patrick's College in Ottawa...[and] maintains an active connection with sports as athletic representative on the National Alumni Council of the University of Ottawa (Editorial, 1968).

Soon after Lefaive's appointment there was an election in Canada. On July 6, 1968 Pierre-Elliott Trudeau succeeded Lester Bowles Pearson as Prime Minister and John Carr Munro was assigned the Health and Welfare portfolio (Public Archives, 1974). Immediately Munro and Lefaive "hit it off" probably because "...they were two of a kind" (Pugliese, 1977). It is doubtful if any other Director or Assistant Deputy Minister of Fitness and Amateur Sport has ever achieved the close working relationship and

friendship with a Minister that Lefaive had with Munro. Lefaive it appears did not have influence over Munro or vice-versa but rather both seemed to connive and contrive new ideas together and "run" with them. Lefaive (1977) states that "...neither of us had much time for the federal government bureaucratic red-tape."

According to Lefaive (1977), after Jean Carmichael resigned there were in effect two divisions within the Directorate. There was the Administration and Financial side headed by Gerry Lahaie; who for all intents and purposes was the Assistant Director, although he was never called such. The other division was the Operations and Program side headed by Tom Bedeck. All the consultants reported to Lefaive through Bedeck. The Structure remained that way until after the Task Force Report (Lefaive, 1977).

In the four years prior to Lefaive's appointment the position of the Directorate had moved from the secretariat-type role to a consultative-directive role. The roles of the Directorate and the NAC were confused and the conflict between the two structures was evident (L'Heureux, 1968). Anderson (1974:26) summarizes the 1962-1968 period in the Directorate's and the program's history this way:

...no clear-cut operational objectives existed in the early stages of the Directorate. During the years 1962-1968 the broad goals and direction of involvement were ill-defined and could be best described as developmental.

This situation was ideal for a Lefaive and a Munro. Had the structures and program been better defined the innovativeness and imaginations of these "two characters" might not have been able to be expressed to the extent they were. However, before either could take the initiative and leading role in the development of the program both men realized that the "executive teeth" that the NAC had developed from 1962 to 1968 had to be pulled (Lefaive, 1977). Following is the history of the development and role of the NAC leading to the 1968 conflict with the Directorate.

The National Advisory Council on Fitness and Amateur Sport (NAC)

The NAC was established under section 7 of the FASA. The role of the Council was to advise the Minister and raise concerns for his consideration. The NAC was not to be a regulating body or a delivery agent. Both of these roles were to be left to the sport and recreation organizations, other national associations expressing an interest in the program, universities, the provinces and their related systems (e.g. educational system).

1. Membership of the NAC. The Honourable J.W. Monteith in his September 25, 1961 speech, that accompanies his second reading motion, stated that the Council would

have at least one member from each province as specified in section 7.4 and representation from the federal government (Commons Debates, 1961d:8836). The ensuing debate shows that the Minister's Statement created confusion. The inference was that there would be a representative to the Council appointed by each provincial government. The confusion was compounded because the French text, prior to the Act's passage, states:

Each province shall have on the Council at least one member appointed by the province (Commons Debates, 1961d:8863).

This was not the intention as Diefenbaker and Monteith "...were not anxious to see a repeat performance of the old National Physical Fitness Council where the provincial appointees eventually were in active opposition to the federal government." (West, 1973a,3:7).

In speaking further about the flexible makeup of the Council, Monteith made another incorrect inference. He maintained the remaining members of the NAC would be representatives from sport and recreation related organizations. He says:

One further word about the Council. It will be noted that appointments may be for up to three years duration. This could well mean that a number of appointments will be for less than three years, to permit rotation of members. It will also allow for the fact that some organizations may wish to change their representation more frequently than the maximum term provides. Some, for example, may want to be represented by an annually elected president. In any event the bill, I believe furnishes

sufficient flexibility to take care of most problems in this regard (Commons Debates, 1961d:8836-underlined emphasis mine).

Save for the provincial membership proviso, such a representative council was similar to that advocated by the CSAC in their Brief (CSAC, 1957:17-recommendation no. 6); and by CAHPER in their April 14, 1961 Brief (Wright, 1961:5-7)¹⁴.

The above indicates that Monteith was not as conversant with the legislation as were Willard and his staff. The NAC in fact was to be a Council of individuals appointed by the Governor in Council (section 7.1, FASA). Although many members of the Council appointed during this period had close ties to the organizations referred to in the CSAC and CAHPER Briefs, they did not, in the final analysis, represent anyone except themselves. Concerns were raised in the House during the first and second reading debates over Bill C-131 about the makeup of the NAC and the possibility of too much government control. However, it appears that this approach was acceptable to the CSAC, COA, CAHPER, CMA and other concerned organizations. Indeed what was pointed out in the numerous briefs the government received was that no single organization could claim to be totally representative of sport and/or recreation.

¹⁴ See Chapter 3.

What the government really opted for was a council that could be perceived as being autonomous from the private and public sectors and yet be controlled by the government. An independent council that MP John Taylor and others advocated was not acceptable because of the political implications and the perception of the four year old infant Canada Council. Deputy Minister Willard in an interview with Tom West gave his reasons why he had reservations about an independent council model. West (1973a,3:4a), in paraphrasing Willard, states:

Ottawa was still shaking from the Coyne affair....The Governor of the Bank of Canada, James Coyne had openly declared his opposition to the fiscal policies of the Conservative government and the difficulties that had followed as the Diefenbaker administration sought to remove him from his post had seriously weakened the governing party's position. Moreover, at the time when the Fitness and Amateur Sport legislation was being drafted the Canada Council was under fire once again for some of its more "off-beat" grants to Canada's fledgling artists. As the federal administrators turned their attention to the area of fitness and sport they were quite legitimately concerned about the control they would have over the new program. At that time \$5 million seemed like a good deal of money to be spending in this area.

To clarify the confusion created during the second reading debate and to mollify organizations and individuals who criticized the form and the first appointments to the NAC, Monteith agreed to address the annual meeting of the

CSAC. "As you can imagine," he says,

the task of selecting the initial members of this group proved to be an extremely difficult one. I am inclined to think that even with the wisdom of a "Solomon", it probably would not have been possible to draw up a list completely satisfactory to everyone concerned. Inevitably, our choices have provoked comment....First and foremost, the Council was to be a "Citizen's Committee". In his original announcement, the Prime Minister had envisaged the whole project as a "People's Program" and it seemed to us that only a group appointed on the basis of their qualifications as individuals would be in keeping with this concept (Monteith, 1962:2).

Willard, Plewes and MacDonald established criteria to guide Monteith in making his selections for the NAC. Men and women from both French and English language groups with expertise in fitness and/or sport from all regions of Canada were to be appointed to Council. To a limited degree section 7.4 assures geographical representation. As the Act was non-partisan in nature a person's political party affiliation was considered so as to ensure a "proper" balance in Council. However,

of greater concern...was the interest of the individuals being considered. Both the sport and physical education fields were to be well represented. Because there was a good deal of interest in changing the public's attitude on the benefits of physical activity there were also a large number of people on the Council who were well known as columnists such as Andy O'Brien [Montreal], Ted Reeve [Toronto] and Charles Mayer [Montreal] as well

as sports personalities such as Maurice Richard [of the Montreal Canadiens in the NHL] to add some glitter to the Council's appointments (West, 1973a,3:6-7).¹⁵

Later, Monteith in a speech to the CSAC and in response to a question in the House of Commons clarified that no governments would be represented on the Council (Commons Debates, 1962v:2807; Monteith, 1962). In his speech to the CSAC Monteith states:

Application of this criterion meant, for example, that no level of government as such would be represented, and you will have noticed that neither my Department or any other federal agency is included nor do the provinces or municipalities occupy a place on the Council (Monteith, 1962:2).

The Diefenbaker administration, because of the inherent weaknesses of provincial government representation illustrated by all previous NCPF, decided to involve the provincial governments by way of federal-provincial agreements specified in section 5 of the Act. The assumptions being the municipalities would be content to deal through their respective provincial governments

¹⁵ vern De Geer from Montreal and Thomas (Scotty) Melville from Regina were also sports writers. H.E. (Red) Foster of Toronto was a well known sports broadcaster. Others appointed who were related to professional sport besides "Rocket" Richard were: Howie Meeker a former coach and player in the NHL; Joe Poirer a defensive halfback with the Ottawa Rough Riders of the CFL and Herb Trawick an ex-lineman in the CFL with the Montreal Alouettes (Editorial, 1962; Gray, 1962).

(Commons Debates, 1961d:8863). However, some of those appointed had direct relationships at the provincial and local government levels. Wally Stinson, although Director of Physical Education at the Saskatoon Teachers' College at the time, was formerly Director of the Fitness and Recreation Division in the Department of Education of Saskatchewan (Editorial, 1962). He was Saskatchewan's representative on the old NCPF at the time of the repeal of the 1943 Fitness Act. Stinson was the only holdover from the previous Physical Fitness Council appointed to the new NAC. Dorothy Walker, one of two ladies appointed to the Council was the Supervisor of Physical Education in the Nova Scotia Department of Education and active in the YWCA (CAHPER, 1962f; Dempsey, 1962).

Four members of the Council worked at the local government level. Andrew Currie was the Director of Parks and Recreation Services for the City of Winnipeg (Editorial, 1962). Reverend Father de la Sablonnière was a volunteer Director of the Recreation Commission of Caritas in Quebec and the Director and founder of the Recreation Centre of the Immaculate Conception of Montreal. Father Sablonnière's accomplishments as a dynamic force behind the development of amateur sport and recreation in Quebec were noted by the Honourable Lionel Chevrier in the House of Commons during the second reading debate for Bill C-131 (Commons Debates, 1961d:8839; DNHW, 1964). Sportsman Harvey McFarland was the

Mayor of Picton, Ontario and John Ready was Director of Recreation for the City of Charlottetown, P.E.I. (Editorial, 1962). Other persons appointed to the Council, primarily active as volunteers in sport at the local levels and thereby dealing with municipalities, were Robert Freeze, President of the Calgary Ski Club; Dr. Roch LaChance of St. Damien, Quebec; Ora MacCallum, Director and Past President of the Saint John, New Brunswick YMCA and Andre Marceau, Treasurer of L'Occure des Terrains de Jeux de Quebec Incorporated and the President of the Hockey Service of that organization. He was prominent in local sport development in Quebec City (CAHPER, 1962f; Editorial, 1962).

To correct what he had said during the second reading debate concerning organizational representation on the Council, Monteith (1962:2) told the CSAC that:

A consequence of the "citizen's approach" was the fact that like governments, none of the many fitness and amateur sports organizations in Canada would be represented as such on the Council. In the case of your own group, the appointment of Mr. Melville Rogers stemmed from the prominent role he has played throughout his life in amateur sports activities and in the promotion of fitness, not to mention of course, the geographical location of his residence at the present time [which was Ottawa].

Others appointed to the first Council because of their affiliations and stature within the private fitness and sport sector were Chairman Ken Farmer, President of the COA from 1953 to 1961 and a Director of the CSAC from 1948; Margaret Lord a Vice-President of the British Empire and Commonwealth Games Association from Hamilton; Vancouverites

Allan McGavin, Chairman of the Pan American Games for Canada and a Vice President of the COA and Robert Osborne, a member of the COA and Pan American Games Committee, former President of the AAU of C and the Director of the School of Physical Education and Recreation at the University of British Columbia; W.H. Pettigrew of Edmonton was a member of the National Executive of the YMCA and a Director on the Canadian Welfare Council, and James Worrall of Toronto was the President of the COA succeeding Farmer (CAHPER, 1962f; Dempsey, 1962; Editorial, 1962; Graham, 1962)

Monteith (1962:2) also pointed out that the Council comprised women (Lord, Walker), clergymen (Rt. Reverend J.O. Anderson, Anglican Suffragan Bishop of Rupert's Land and a President of the Royal Canadian Legion, de la Sablonnière and Roman Catholic priest of Yarmouth, Nova Scotia Reverend Louis Armstrong), medical doctors (Harry Ebbs, Director of the School of Physical and Health Education at the University of Toronto and a member of the Physical Fitness Committee of Ontario and LaChance) and aforementioned physical educators all of whom were active members of CAHPER at the time (Ebbs, Osborne, Stinson and Walker).

To ensure the maintenance of geographical representation, continuity, infusion of new ideas and to provide an opportunity for all those interested to serve a rotation system was devised. In accordance with section 7.2 of the Act a term of office on the NAC could be less but

not more than three years. "To set the stage for the rotation", Monteith says that,

we decided that one half the Council members would serve for two years, the other half for three, and that the division should be made on a completely impartial basis. Accordingly, we took each province - except those in the Atlantic Region - and on an alphabetical basis appointed half of the members for a period of three years and the remaining half for a period of two years. In the case of the Atlantic Provinces where there are five members, the first three alphabetically were appointed for a three-year term and the others for a two-year term (Monteith, 1962:3).

The above criteria approved and utilized by Monteith to select the first NAC formed the bases upon which future Councils were appointed¹⁶.

However, not everyone was happy with the selections made to the Council. Stanley Spicer, who was then the Director of the Adult Education and Fitness Branch of the Department of Education in New Brunswick, outlines his feelings in a letter to the Executive Secretary of CAHPER. He states:

As far as the new Advisory Council is concerned, it is rather difficult to understand the reasoning behind all of the selections. If there are good reasons I fail to see them. I am disappointed over

¹⁶ Appendix 10 lists all persons who have served on the National Advisory Council on Fitness and Amateur Sport from 1962 to January, 1980. Many of the people included in the Appendix are mentioned throughout this and the following Chapter in regards to the implementation of the FASA.

1. Lack of specific representation by CAHPER, the Legion, CMA, and other groups.
2. An over-abundance in sports writers.
3. The choice of some individual members for a Council of this kind.

There are some good people on the Council -- many of whom are CAHPER members -- but, in total, I don't see this group being able to live up to its advertized purpose (Department of Education, 1962).

Blackstock said in his reply to Spicer that:

There is no telling the ways of a woman, a ship or a government from afar off. You will know that many of us were baffled and annoyed with a majority of the selections on Council. You have perhaps heard that it is a Citizens Committee....I have talked with Worrall. A few people will be giving most of the leadership (CAHPER, 1962e).

C.R. "Blackie" Blackstock's reply to Winona Wood over the same issue provides additional insights into the selection process.

Your letter of January 30th, was one of many that reached us about the "personalities" that appeared on the roster of the Fitness and Amateur Sports Council. Many of us have had the same thing come to our ears from all across the country. No one was very happy.

The President of the Association [Gordon Wright], and some of the rest of us, have really borne down on the Minister, Monteith, his Deputy Joe Willard and his assistant [John A. MacDonald]. We must say that the civil servants in the Department have consulted with CAHPER constantly, seeking our advice and counsel with respect to definition, lists of personnel qualifications for the Civil Service jobs and the Chairman of the Council, salary brackets and so on (CAHPER, 1962d).

Further in the above letter "Blackie" indicates that the Departmental officials lost control over the selection process. "Joe Willard," he states,

...was heartbroken when the Council appointments came down to him. These selections were made by the Cabinet without the benefit of any of the senior officials of the Welfare Department present. Willard and MacDonald have had terrific pressure brought to bear on them by Members of the Cabinet and the House and by a myriad of delegations. As civil servants, they have had to be all things to all men, and women.....

Finally, while it has been interesting to be involved in all this, it has taken a great deal of time. We have been annoyed, angered, and at some points ready to tell them where they can take the whole ruddy outfit. "Dief" [the Prime Minister] has consistently appeared to favour the pro athlete, giving the impression that these people are the only potent vote influencers in an otherwise sane and intelligent community and country. Like the pro athlete with whom he is associating, he needs the benefit of some of our fitness programmes to remove his gobbler jowls! (CAHPER, 1962d).

The President of CAHPER at the time, Gordon Wright, also suggested the Council was a pork barrel of sorts and conveys his frustration with the selection to the NAC in a letter to Maury Van Vliet. He writes:

Blackie and I have had great difficulty in maintaining our peace....It is quite evident now, that the Advisory Council will be a citizen's council only, and since it was appointed by the back-benchers it can be used as a good sounding board which will get plenty of press coverage (CAHPER, 1962a).

Jack Life, in a CAHPER Journal editorial, objectively summarizes the feelings of the professional physical educators. His view follows:

The personnel of this Council has caused much discussion in our profession. We have heard quite a number of views expressed both pro and con, and, as might be expected, few of our people are completely satisfied with the appointees. Most of those actively engaged in the fields of Health, Physical Education and Recreation are disappointed that the Council did not include more leaders from our profession. Some have even expressed concern that the intent of Bill C-131 may be misinterpreted by a number of the members of the Advisory Council.

Although we must recognize that, from a purely professional point of view, the total membership of the Council is not perfect, we must, at the same time, appreciate the difficulties involved in selection. We should realize that our personal interpretation of the ideal membership may be somewhat prejudiced (Life, 1962).

In Meagher's (1977) opinion, "The first Council makeup was political in the sense they were there because of positions they held or visibility they would provide". By 1964, the membership of the Council began to reflect changes in philosophy and approach. As terms expired the so-called high profile sportswriters and professional sportspersons were replaced by individuals more closely related to amateur sport and recreation at the local, provincial and national levels and by physical educators. From 1964 to 1968 the Council came to be recognized as a body of experts, rather than a citizen's council, which played the primary role in determining the direction of the program under the FASA.

2. The Role of the NAC. The intended role of the NAC was shaped by its forerunner, the NCPF under the 1943 Act. Ideas gained from the Canada Council, national councils in other countries such as the British Sports Council and the proposals contained in the CAHPER and CSAC Briefs also influenced its future role (Paraschak, 1978:68-69). However, to ensure control of the Council the persons who drafted the legislation believed other examples within the government bureaucracy provided more suitable models on which to base the operations of the NAC. Monteith in his second reading address says:

A fourth important difference in the present legislation as compared with the former act relates to the council. The national physical fitness council established in 1943 was a body with executive authority. Under our new provisions the Council will be advisory to the Minister of National Health and Welfare, and expenditures will be subject to the usual government scrutiny and control. In following this approach we have, of course, looked to the experience gained through the advisory committee on vocational training, the advisory committee for rehabilitation of disabled persons, and the dominion council of health (Commons Debates, 1961d:8833-8834).

Section 9 of the Act specifies the role of the Council as being one whereby the Council "shall give consideration to and advise the Minister on all matters referred to it pursuant to subsection (1)." Section 9 subsection 1 states that, "the Minister may refer to the Council for its consideration and advice such questions relating to the operation of this Act as he thinks fit."

Although the intention was to make the NAC strictly advisory, section 9.1 left the onus on the Minister of the day to determine its function. The Minister may, and therefore he may not, refer anything to the Council. The Minister could ask the Council to consider any matter related to the operation of the Act, or he could ignore it. This places the Minister in a very awkward position. If a Minister ignored the Council sooner or later it would achieve the moribund state of its predecessor the NCPF, a situation that could jeopardize the Act's existence. To avoid such a problem the Minister could choose to give the pretence of acting on the Council's recommendations and advice. Such a stance could create frustration among a group of people; to a "body of experts" it probably would be intolerable. Alternatively the Minister could give credence to the NAC by acting on its recommendations, thereby giving the Council a prominent role in the decision-making process.

From the outset the NAC was given prominence. Throughout the debates preceding the Act's passage the Council and its composition received the most attention. Mr. Monteith during the second reading debate, although he emphasized the advisory nature of the Council, ascribed a decision-making function to it. When asked a question on how a small community could receive a contribution under the fitness and amateur sport program Mr. Monteith replied that:

...the (community) projects would come up through the provinces under the provincial agreements...as a consequence, if the province puts forward a project, I assume it will be considered by the Council (Commons Debates, 1961d:8863).

In announcing the date of the first meeting of the NAC Monteith stated that the Council's considerations were paramount to the development of the total program. He looked to the Council to expedite matters related to the provincial agreements and stated his preference of having it approve all requests for grants from organizations seeking funds under the Act (Monteith, 1962:3-4).

Prime Minister Diefenbaker concluded his welcoming address to the Council at their first meeting by assuring the members that their recommendations would receive strong support from the government. Monteith in his remarks at the same meeting encouraged the Council to give him firm direction. He stated that activities of his Department would be largely influenced by the Council. This stance provided the ingredients for potential conflict between the Directorate and the NAC. The Directorate was initially viewed by Monteith as a provider of "technical advice and consultant services" to the NAC (Monteith, 1962:4; NAC, Feb. 5, 1962:2). However, the Council soon came to be recognized as the "expert" body. In the 1961 Annual Report the NAC, not the Directorate was referred to as the directive body. The Council was described as being made up of

...committees of experts [that] provide consultation on technical aspects of the program as needed (DNHW, 1961ar:1).

Monteith from the time of the Council's inception to the end of his tenure as Minister accepted all the recommendations made by the NAC. Recommendations which formed the base upon which federal government fitness and amateur sport policy was formulated to the end of 1968.

Throughout this entire period Monteith, the Minister who succeeded him, Willard and the Chairmen of the NAC all reiterated that the Council's role was only advisory (DNHW, 1966; NAC, 1962-1969). However, from its formation to 1968 the NAC acted and was treated as though it were an executive decision-making body. Dr. John Meagher in his recollection as a member of the Council states:

The exciting part of the third and fourth Councils [1965 and 1966] was that we were not an Advisory Council at all, we were an Executive Council. We would dream up the program, advise the Minister that such and such would need funding and then somebody on the Council - one of the dirty 30 - would be assigned Chairmanship of the thing and we would receive the funds [i.e. the funds would be approved]. Then we would sit around Ottawa weekend after weekend dividing them up....And we'd instruct Wright, Dion or whoever [was the Director at the time] that this was our best advice. And we assumed that when we gave the advice it was to be interpreted as a decision and we got away with it (Meagher, 1977).

3. The Structure of the NAC. Section 7.1 of the Act specifies that the Council will consist of up to thirty members. The Minister can appoint fewer if he wishes. One

of the appointed members is designated as chairman (section 7.3). All other members served as volunteers with only the Chairman of the Council receiving remuneration for his services over and above the expenses incurred by the members in the performance of their duties (section 8). Other than the above and the stipulation that at least one person is appointed from each province there are no rules governing the structure of the Council. The NAC makes its own rules to regulate "its proceedings and the performance of its functions and may provide therein for the delegation of any of its duties to any special or standing committee of its members" (section 7.7).

Prior to the first Council meeting an agenda was struck by the Departmental staff in consultation with the Chairman, Ken Farmer. The February 5th agenda included a proposal to divide the Council membership into five sessional committees with the suggestion that they meet in the afternoon of the same day. These proposals were approved by Council (NAC, Feb.5, 1962:4). From 1962 to 1968 the changes in committees reflected the shifts in emphasis of the fitness and amateur sport program¹⁷.

From the first meeting of the NAC in February, 1962 to March, 1963 most committees operated on an ad hoc basis formulating operational terms of reference as they proceeded.

¹⁷ See Appendices 11-1 through 11-12.

Policies recommended by the committees to govern the allocation of funds the NAC were responsible for emerged in a similar fashion. By the third meeting in November, 1962 the Council had established itself as the policy-making and program development body under the Act. Monteith recognized this fact and at the meeting he urged the Council members to move away from the ad hoc approach to a more permanent committee structure (NAC, Nov. 15-16, 1962:5). This approach heightened the profile of the NAC within the sport and recreation community and made it an effective buffer for the Minister.

The Minister's recommendation resulted in a structure emphasizing the direction of the program and the mechanisms utilized to effect its delivery (Appendix 11-4). All committees were chaired by members of the NAC. Special and ad hoc committees were formed from time to time to study specific problems, organizations' programs and new proposals. Many were terminated once they reported their findings and recommendations to the whole Council for consideration. On occasion some of these committees would acquire standing committee status.

The three most predominant committees that existed through this period were the Grants Review, the Research Review and the Scholarships and Fellowships Standing Committees. No formal executive of the NAC was clearly established until 1974. However, the Chairmen of the Council

and of the three primary standing committees were considered the executive. The only time between 1962 and 1980 that the Council had an active sitting Past Chairman was in 1965 and 1966 when Ken Farmer was re-appointed for a two-year term.

The three primary standing committees were responsible for making recommendations to the Minister about the allocation of funds to national sport and recreation agencies, universities and individuals. The vast majority of the recommendations made by these committees and ratified by the NAC up to 1968 were approved by the Minister. These committees were viewed as integral components in the fitness and amateur sport decision-making process and were chiefly responsible for the development of the federal program up to the end of Bill L'Heureux's chairmanship which terminated on December 31, 1968. Following is a brief review of each of these committees.

The Grants Review Committee was created when Sessional Committees I and II were combined into a single unit (see Appendices 11-1, 11-2 and 11-3). From 1963 to 1966 the Committee was chaired by Mr. Ken Farmer. The Chairman of the NAC always took an active part in the Committee's deliberations and supervised it closely. The Director of the FASD was a member of the Committee from its inception. Membership was always restricted to people serving on Council or employed by the Directorate.

The purpose of the Grants Review Committee was to review and update the criteria for allocating funds to

sport and recreation organizations as well as other not-for-profit volunteer private sector associations and agencies eligible for funding under sections 3.h and 4 of the Act. The criteria outlined in Appendix 12 evolved from the deliberations of the Committee and the NAC between 1962 and 1968. Once criteria were agreed to and approved by the Minister the Committee then was given the task of distributing the funds allocated to the NAC aspect of the program.

The process of distributing the funds was an on-going one. The Council would receive proposals and funding requests from the private sector organizations throughout the fiscal year. All such requests were held in abeyance until criteria were approved and/or the Committee could arrange a meeting, usually held every 4 to 6 months. All of these Committee recommendations had to then be approved by the NAC and Minister. Obviously this procedure took a great deal of time and caused delays¹⁸.

The Research Review and Scholarships Committees also evolved from the Sessional Committees designed by the Departmental staff prior to the first NAC meeting. In the initial year of the fitness and amateur sport program policies concerning promotion, research, surveys, bursaries,

¹⁸ The entire allocative process is discussed under the Outputs subheading--Allocations made by the Minister on the advice of the National Advisory Council on Fitness and Amateur Sport.

and scholarships were discussed by all sessional committees in varying degrees. Recommendations emanating out of all the committees sometimes were in conflict. To alleviate this problem and streamline the process it was decided at the November 1962 meeting to create two permanent and separate committees, one dealing with research, the other with scholarships and bursaries. The information and publicity role assumed by the Sessional Committee on Information and Public Relations was turned over to the Information Services Directorate of the Department (Nov. 15-16, 1962)¹⁹. The membership on both committees was widened to include persons from outside the NAC and the Directorate.

In March, 1963 the Research Review Committee's membership was opened to include members from universities, the primary delivery vehicle for this aspect of the program. From time to time officials from other federal government departments were invited to meetings for their input, particularly as they related to granting procedures (NAC-R, 1962-1968). Until her retirement from the government, Doris Plewes was the FASD representative on the Council. Miss Jean Carmichael succeeded Plewes (Carmichael, 1977; see Appendix 11-4).

From its origin the Committee had a close liaison with the Health Services Directorate in the Health Branch of

¹⁹ See Appendix 11 and Figures 4-6 to 4-9, 4-11 and 4-12.

the Department (Figures 4-1, 4-3 and 4-4). Early in the program the Deputy Minister of Health, Dr. G.D.W. Cameron took an active interest with Joe Willard in many of the Council meetings (NAC minutes, 1962-1964). From the outset the Principal Medical Officer of the Research Development Section of the Health Services Directorate was an important member of the Committee. In fact, Dr. J.B. Bundock, who became the Principal Medical Officer in 1964, was the only individual to serve on every Research Review Committee from 1962 to 1969. Bundock had a major influence on the criteria related to research grants distributed by the NAC being medically oriented; as his position in the Health Branch related to determining criteria for grants issued by that side of the Department.

The other major factor contributing to the medical bias of the grants the Research Committee recommended to Council was the background of its other members. From 1962 to 1968 every Chairman was a medical doctor. Other members of the committee were also medically or physiologically oriented. For example, in 1963 six members were medical doctors, two were physiologists and three were related to physical education including Plewes (see Appendices 11-4; NAC, March 8, 1963:3).

The purpose of the Committee was to determine criteria and procedures for awarding grants, primarily to university researchers. Also, the Committee would determine

problems and issues which research could solve. Sometimes the Committee would seek a researcher to carry out a project, discuss an issue at considerable length at a meeting and make a resolution or initiate a study of their own. The best example of the latter approach was the Boxing Study carried out under the Committee's close supervision (see Appendix 11-6).

In November, 1962 a separate Scholarships and Fellowships Committee was formally established to recommend and advise awards to assist post-graduate, post-doctorate and special training provided for under section 3.c of the FASA (DNHW, 1963ar:2, see Appendix 11-3). Previously, the NAC had constituted a Bursaries and Scholarships Committee to review applications and recommend awards for undergraduate level bursaries as well.

At the first Federal-Provincial Ministers' Conference the awarding of bursaries at the undergraduate level was called into question by the provincial officials. At the January 28-29, 1963 meetings of the Federal-Provincial Deputy Ministers and Directors it was decided that bursaries and scholarships to undergraduates would be awarded on the recommendation of the provinces. This policy was agreed to under the terms of the cost-sharing agreements and the schedule of conditions attached to them concerning bursary projects (FPD, 1963; see Appendix 24).

However, the NAC wanted to maintain a close liaison

with this aspect of the program. Therefore, from suggestions emanating out of the first Committee's meetings and meetings of the Council and Federal-Provincial Directors it was decided to re-constitute the Bursaries and Scholarships Committee to include representation from the provinces and universities. In January, 1963 Dr. Willard reported to the Provincial Directors that the Scholarships and Fellowships Committee of Council would consist of designated members of the NAC, two Directors of Fitness from the provinces and two individuals representing the universities' schools of physical education (FPD, 1963:13). In 1964 it was specified that one university representative was to be English the other French (DNHW, 1964ar:5).

The first chairman of the new Committee was Dorothy Walker. In March, 1963 Dr. Maury Van Vliet, a Past President of CAHPER and Director of the University of Alberta's School of Physical and Health Education at the time was appointed as the universities representative. Mr. L. Plante, Mr. Tim Leishman and Mr. Al Miller were the provincial representatives. The representatives of the provinces had backgrounds and responsibilities in physical and health education. All three worked in provincial departments of education (Appendix 11-4).

Besides standing committees, special and ad hoc committees were formed by the Council to 1969 as needs arose. Special committees were created primarily to study

new proposals and projects or investigate problems related to fitness and sport. After completing their work the committees would prepare reports containing recommendations for consideration by the whole NAC. Many of the Council's recommendations to the Minister were formulated through this process. Appendices 11-4 to 11-12 lists these committees, which are referred to in the outputs section of this Chapter.

Ad Hoc Committees, sometimes referred to as technical committees, were created by the NAC to assist with the upgrading of certain sports and thereby strengthening the vehicle to deliver the fitness and amateur sport program and services (NAC, March 9-10, 1964:4; see Appendices 11-5 to 11-12). At the March, 1964 meeting the,

Council agreed that the Directorate as well as members of Council should meet with the executive of the sport governing bodies to provide guidance where needed in planning projects and to explain how the Fitness and Amateur Sport Program is administered and the type of assistance they can obtain under it (NAC, March 1964:5).

This department broadened the role of the NAC considerably. As the needs of national organizations increased this role expanded and became burdensome for the NAC volunteers. By 1965 this essential communication function became so fundamentally important that it had to be carried out on a day-to-day basis. This led to the expansion of the Directorate's staff and ultimately its role and predominance over Council (see Figures 4-9, 4-10 and 4-11).

In general it appears that the sports governing and other national bodies welcomed this development. Many of the reports included as appendices to the NAC minutes show that the executives of these associations viewed the Council members and Directorate staff as very supportive and of great help in overcoming many of their problems. This direct involvement, initiated by the NAC, in the affairs of the associations within the sport delivery system was viewed as being consistent with the Act's objectives of raising the level of sport activity in Canada. For the first time it gave sports organizations a chance to report directly to the NAC, which in reality determined how much money each association would receive from federal government coffers (Brown, 1977; NAC, June, 1964:5). The other structure that was vital in developing a total national program and meeting the Act's objectives was the federal-provincial conference mechanism initiated by the Minister of National Health and Welfare, J. Waldo Monteith.

The Federal-Provincial Directors' Committee

To implement the cost-sharing agreements authorized under sections 5 and 6 of the FASA, Monteith invited his provincial counterparts to a "Federal-Provincial Conference of Ministers on the Fitness and Amateur Sport Program" convened in the Senate Railway Committee Room at the Parliament Buildings on February 19-20, 1962 (FPD, Feb.,

1962; NAC, Feb.5, 1962:2). The main purpose of this Conference was to establish a mechanism to deal with the provincial aspect of the program on an on-going basis. No specific structure is outlined by the Act. Monteith, at the January, 1962 CSAC Annual Meeting, prior to the Conference says:

While I do not wish to prejudge the results of these discussions, I am hopeful that agreement may be reached on the establishment of a Federal-Provincial Committee at the Deputy-Minister level so that continuing consultation can be maintained on the joint aspects of the program (CSAC, 1962:3).

At this Conference Dr. Willard outlined a proposal recommending that a Deputy Minister's Committee be set up in a manner similar to the Dominion Council of Health (FPD, Feb. 1962:6). At this same meeting, "A federal-provincial conference of technical advisers was suggested and approved" (FPD, Feb. 1962:5). As a result of these recommendations a Deputy Ministers' Conference was scheduled for January, 1963 and a Federal-Provincial Directors' Committee Meeting for September, 1962.

At the September 29, 1962 meeting Hugh Noble, Director of Physical Fitness in the Department of Education for Nova Scotia encouraged the continuance of the Directors' Committee. What occurred was that the Federal-Provincial Deputy Ministers met the following January 28 to finalize the details of the 1963-64 Cost-Sharing Agreement. This was the last meeting to be held at the Deputy Minister level for the fitness and amateur sport program. Beginning with their

meeting the following day on January 29, 1963 until December, 1969 the Federal-Provincial Directors were given the responsibility to implement the provincial aspect of the program under the FASA (Table 4-2).

Although referred to most often as a Provincial Directors' Committee all the meetings but one in this period were chaired by the individual designated as the Director of Fitness and Amateur Sport at the federal government level²⁰. The minutes of all meetings were recorded and circulated by a secretary on the FASD staff. At the 1963 Directors' meeting Treasury Board established the precedent of paying travel expenses for two representatives from each province. The provinces agreed to pay the room, board and other incidental expenses of their delegates (FPD, Jan., 1963:12).

Deputy Minister Willard monitored the proceedings of the Provincial Directors' meetings closely. Also, members of the NAC and the Directorate's staff would join in the meetings by invitation. Robert Freeze for example, an NAC member from 1962 to 1966, attended many of the Committee's meetings to collaborate with the provincial directors on the recreation survey he carried out for the Council and to communicate with them on the NAC's behalf. The Chairman of the NAC also attended a few of these meetings.

²⁰ Roger Dion chaired the January 29 Directors' meeting when he was the Assistant Director (FPD, Jan., 1963:3; see Figure 4-5).

TABLE 4-2

FEDERAL-PROVINCIAL MEETINGS HELD BETWEEN 1962 and 1969

NUMBER	TYPE	DATE
1	Ministers' Conference	February 19-20, 1962
2	Directors' Meeting	September 29, 1962
3	Deputy Ministers' Conference	January 28, 1963
4	Directors' Meeting	January 29, 1963
5	Directors' Meeting	November 16-17, 1964
6	Directors' Meeting	November 23-24, 1965
7	Directors' Meeting	December 6-7, 1966
8	Directors' Meeting	May 9-10, 1967
9	Directors' Meeting	November 7-8, 1967
10	Directors' Meeting	September 13-14, 1968
11	Directors' Meeting	July 9, 1969
12	Directors' Meeting	December 2-5, 1969

Sources: FPD, 1962-1969.

The Committee's structure was a loose one and few sub-committees were established. Dion (1977) states:

We [usually] met together. Some provinces had no programs at all and they would come to Ottawa to compare notes and to negotiate the agreements. Each provincial representative wanted to be able to negotiate priorities according to their province's needs. That stirred some problems because we were trying to establish some common denominators.

Aside from sub-groups that were formed during the meetings to study a given agenda item and then report back at the same meeting only two on-going sub-committees were created.

In 1964 a sub-committee to survey materials and publications of all governments was formed to try and reduce the duplication of these materials. By 1966 this was formalized into an Information Committee (FPD, 1964:13; FPD, 1966:2). A Recreation Committee was also formed in 1966.

The purpose of this sub-committee was to define the scope and to determine the relationship of the fitness and amateur sport program to the provincial and municipal recreation-oriented programs. In 1966 the Recreation sub-committee recommended that the FASD consider a project to share the cost with each province to send two provincial staff, two persons from recreation organizations and two individuals representing municipal personnel from each province to the 1967 Montreal Recreation Symposium. As well the sub-committee recommended that it meet with the executive of the Parks and Recreation Association of Canada, "...to explore its intent with regard to broadening its constitution to include growth of the recreation profession as the committee envisages it." The sub-committee's third recommendation was to conduct a nationwide survey, "...to discover the trends, goals and variety of objectives across Canada" (FPD, 1966:10).

Outputs

Throughout this period the Minister of National Health and Welfare had responsibility for implementing the FASA. Fundamentally, the Act specifies two granting mechanisms through which the Minister can proceed to encourage, promote and develop fitness and amateur sport in Canada. Section 4 says that the Minister, may with the approval of the Cabinet allocate grants to any agency, organization or institution carrying on activities in the field of fitness or amateur sport. Section 5 provides for cost-sharing agreements between the federal and provincial governments (see Appendix 3-1).

The NAC mechanism created under sections 7 and 9 of the Bill was designed to consider and advise the Minister on all operations relating to the Act. What in fact occurred was the Council dealt with all matters except those outlined in the federal-provincial cost-sharing agreements. This resulted in the perception that two programs were being carried out under the Act. What the NAC considered came to be regarded as the federal aspect of the national fitness and amateur sport program; the four cost-sharing agreements between the federal and provincial governments emanating from the various federal-provincial meetings were considered as the provincial aspect of the national program. These two aspects of the program operated independently although both

were kept informed of each other's activities by the Directorate staff and by the occasional representatives at one another's meetings.

The Fitness and Amateur Sport Directorate was a third channel through which program expenditures could be made. Expenditures by the Directorate were for administrative, consultative, technical, promotional, coordinating and information services provided in support of the two basic aspects of the program (DNHW, 1962 Reference Manual: Foreward; NAC, Feb. 5, 1962:1). However, the activities of the Directorate staff for most of this period were limited to being reactive to the initiatives determined by the NAC and the provinces (Bedecki, Brown, Buckley, Carmichael, Dion, Glynn, Kalinowsky, Lawson, Lefaive, L'Heureux, Meagher, Nixon, Osborne, Pugliese, Spicer and Toner all stated this view in their interviews).

Therefore, the Act placed the NAC and the provinces into the central position for the new program. Allocations to and through the provinces were aimed at strengthening the provincial government programs so they could foster individual and community participation in sport and fitness-related activities. The actions by the NAC not only resulted in the allocation of the fitness and amateur sport funds to agencies, organizations, universities and individuals but also served to effect positional changes within the sport delivery system. The following account

describes the allocative, program and positional outputs under the Act from its inception to the end of the 1969-1970 fiscal year.

Allocative Outputs

Section 10 of the FASA allows for statutory expenditures "...out of the Consolidated Revenue Fund of such amounts not exceeding in the aggregate five million dollars in any one fiscal year as may be required for the purposes of this Act" (see Appendix 3-1).

Bedecki maintains,

...the \$5 million was just a ceiling, the amount can be really questioned. Why \$5 million, why not \$10 or \$2 million? The story is there was no real rationale and they (Monteith and Willard) went for what they thought they could get (Bedecki, 1977b).

Dr. Joe Willard provides the rationale. He says,

...the great time arrived that the PM (Prime Minister Diefenbaker) was going to make a speech at the opening of the Sports Hall of Fame at the CNE and we had the word that it would be announced that there was going to be legislation to this effect (on fitness and amateur sport) and the only question was how much we could get and we had been arguing for \$5 million on the basis that this is what they gave in the culture field (Willard, 1977).

Willard provided a further insight as to how the figure was derived. He explains that,

Sir John Dunn had died and left \$100 million and instead of taking it over in taxes they (the government) said they would use it and take the interest from it which was about \$5 million for ballet and all other different kinds of cultural activities. We argued that

we should have a comparable amount in the sports, fitness and recreation field. The \$5 million went into that speech and we were away (Willard, 1977).

The fact that the \$5 million appropriation was specified as a statutory item in the Act was a major and very important difference from the previous NPFA. Monteith in his statement prior to the second reading of Bill C-131 in the House of Commons on September 25, 1961 states:

Another distinction between the legislation before us today and the Act of 1943 is that the amount of \$5,000,000 is set out as a statutory item to be provided each year. No fund is established as was done under the former Act. By making allocations available on a statutory basis, the federal commitment will be clearly known and it will thus be possible for the new Advisory Council to suggest projects and advise on priorities that with the firm expectation that adequate funds will be available from year to year. Continuing commitments and major undertakings requiring a number of years to complete will have as much assurance of financial support as it is possible to give.

At the same time, the statutory approach will provide an important safeguard. Any amounts not expended in a fiscal year will lapse. This means, for example, that in the first few years when expenditures may be -- and I repeat may be -- somewhat lower while programs are getting under way, funds will not accumulate in a manner which might lead to a lack of concern for ensuring their careful expenditure (DNHW, 1961c:8833).

The latter part of the above quote served as an omen as to the real financial intentions of the government toward the development of the fitness and amateur sport program in its first few years.

As the program began late in the 1961-1962 fiscal year little time was left to appropriate the \$5 million prior to March 31, 1962, although the Minister and the NAC managed to approve \$224,285 worth of expenditures before the year end²¹. Sports columnists and NAC member Ted Reeve through his report in the Toronto Telegram of March 3, 1962 urged the government not to allow the remainder of the 1961-1962 funds to lapse. Doug Fisher raised the issue in the House by making reference to the article. The Minister, Monteith, reacted to Reeve's "pessimistic" view and replied that programs were being developed and an agreement with the provinces pursued to allocate funds "...under the Fitness and Amateur Sport Act during the current fiscal year...with all possible speed" (Commons Debates, 1962g). What was implied in Monteith's response was that the fitness and amateur sport delivery system was not ready to take full advantage of the new program. This fact along with the impending Conservative Government austerity program led to a cutback in fitness and amateur sport funding from \$5 million to \$1 million later in the 1962-1963 fiscal year.

Following the first NAC meeting and the initial Federal-Provincial Ministers' Conference in February of 1962, the Honourable J.W. Monteith informed the House of Commons of the intention of the government, "...to set aside \$2,500,000 of the \$5,000,000 authorized for the fiscal year

²¹ See Appendix 27 and the following section.

1962-63 to assist provincial programs designed to encourage, promote and develop fitness and amateur sport." (Commons Debates, 1962j). Under this proposal each province signing an agreement was to receive \$50,000 with the balance of the funds being distributed on a per capita basis. Monteith further adds that:

In addition to these grants, the dominion government is proposing as an interim measure to provide immediate assistance totalling \$250,000 to the provinces for planning and organizational purposes. As we are most anxious to assist the provinces in preparing for a comprehensive nation-wide cooperative effort, and since we feel that the necessary funds can be effectively utilized for this purpose while federal-provincial negotiation of agreements for larger sums is being completed, we have decided to press forward through the provision of these interim grants.

I might say that all these grants are closely in line with the views expressed by the national advisory council on fitness and amateur sport and by provincial ministers at the special meetings which were held in February on this subject (Commons Debates, 1962j).

On April 13, 1962 the Cabinet formally approved this proposal (DNHW, 1962b). This meant that of the \$5 million in statutory funds the provinces were to receive \$2,750,000 and the NAC part of the program \$2,250,000. Monteith confirmed this action at the second NAC meeting on April 16-17, 1962. The NAC from April to September 1962, based their recommendations on the above information. As a second federal-provincial meeting did not take place until September 29, 1962 only the \$250,000 of immediate assistance was allocated to the provinces up to October 1, 1962.

In the spring of 1962 the Diefenbaker government found itself in a financial crisis. Willard (1977) recalls that:

the dollar dropped almost to ninety cents and the government was in great peril. They called an election in 1962 and they were brought down to a minority government, dependent on the Social Credit and the N.D.P. for support. [The government] was called back in August to trim millions off our budget....

Subsequently the fitness and amateur sport allocation was reduced to \$1 million. On October 4, 1962 in the House of Commons opposition member Mr. A.A. Webster asked why this reduction had taken place. Mr. Monteith replied:

In view of the fact that 1962-63 is the fitness program's first full year of operation, and as we are still in the process of building up this program in cooperation with the provinces, it was felt that \$1 million was a more realistic estimate of the amount that would actually be spent in the current year. I have no doubt that, as the program develops, expenditures will rise (Commons Debates, 1962k: 180).

Later in November, Monteith would cite government austerity as the chief culprit for holding the program to a \$1 million limit (Commons Debates, 1962s).

Monteith took exception to the reduction being called a cutback. At the third NAC meeting he states:

It is perhaps significant to note that the Government has accepted all recommendations for grants made by the Council. This is a record we

hope to maintain.

A good deal of publicity -- some favourable, some adverse -- has been given to statements concerning the so-called cutback of funds made available under the Act this year.

My only comment on this would be that it is our sincere hope that no worthy projects you recommend will fail to command the support and aid of the Government. At the same time, from the vantage point of close to a year's experience with the Program, and from study of the commencement of the National Health Grants fourteen years ago, I am convinced that, while the \$5 million provided under the Act still remains in the Estimates, it would not be possible for us to spend the whole sum wisely each year in the early period of the Program. This is largely a matter of the inability of the many organizations and of the provinces who will receive federal funds to plan and organize effectively for their expenditure.

As I stated when we first met, our desire is to build soundly rather than quickly....(NAC, Nov. 15-16, 1962:4).

This turn of events resulted in the government imposing the incremental funding policy for the program that was considered prior to the Act being passed (MacDonald, 1965). Monteith said that the government was sympathetic to increasing the funding provided a sound justification could be made. Dr. Willard, speaking at the sixth NAC meeting, explained that the process arrived at for staging in the program until it became well organized was that the federal government only released \$1 million for the first full year of operations, \$2 million for the second year and 3 million dollars for 1964-1965 (NAC, March 9-10, 1964:2). At least one MP took exception to these developments. Liberal opposition member Mr. Roxburgh in a speech in the House of

Commons on sport and fitness compared other countries' programs to that of Canada's. He used West Germany as the basis of his comparison to illustrate Canada's inadequate funding for its program. He charged the federal government with a lack of commitment in saying,

West Germany is a democratic country like our own. West Germany was ravished during the war....They had what they call their golden plan, their 15-year plan....It means \$1,500 million toward facilities. Yet this government gave \$5 million and took away \$4 million - this in a country which the Minister of Finance tells us is a country of prosperity. Then they squelch out \$4 million toward a physical fitness program (Commons Debates, 1962v:2827).

However, Liberal Minister of Health and Welfare, Mrs. Judy LaMarsh, who succeeded Monteith, maintained his incremental policy of adding \$1 million progressively each year until the \$5 million statutory limit was reached (Commons Debates, 1964l; DNHw, 1964). This policy was implemented up to the 1967-1968 fiscal year. In 1968-69 only \$4 million was appropriated because of austerity measures (FPD, Nov. 1967:20). The full \$5 million was allocated again in 1969-70 but in the following fiscal year the amount stipulated was only \$4.6 million. Appendix 27 shows the actual expenditures and allocation totals for each year. Appendix 28 graphically compares actual expenditures to allocations. The fluctuations in Appendix 28 shows the emphasis, or lack of emphasis, the government was giving to the program in each year of this and the next period.

In addition to the statutory funds allocated to the FAS Program there were Departmental vote expenditures to meet the continuing administrative costs for the Directorate's technical, consultative and secretarial operations. These are outlined in Appendix 23. These voted funds are not part of the annual appropriations specified in section 10 of the Act (Monteith, 1962:5). The only reference made to the Directorate in the Act is section 11. This clause predicates that funds to employ the necessary officers, clerks and other employees are voted appropriations.

After the Estimates were tabled in the House of Commons each year during this period, the responsibility of determining how the appropriations would be distributed throughout the sport delivery system was shared between the NAC and the provinces. The following sections describe the methods and procedures used to allocate the FASA statutory funds through these two channels.

Allocations made by the Minister on the advice of the National Advisory Council on Fitness and Amateur Sport. The major distinction between the 1943 NPFA and the new Act was that the federal government became directly involved in fitness and amateur sport insofar as the Minister of Health and Welfare officially approved all grant requests submitted through and recommended by the NAC. Under the previous Act

the funding was channelled solely to the provinces to be disbursed by them to meet their individual provincial needs in respect to fitness and recreation. The old National Council on Physical Fitness monitored these expenditures and functioned as an executive body, making alterations to the program as required, reporting back to the Minister from time to time.

Prior to the Fitness and Amateur Sport Act's passage the government had determined who were to be the main recipients of the statutory allocations under the Act. The task confronting the NAC at its initial meetings was to determine the criteria and some of the mechanisms required to advise the Minister in an objective manner on the direct federal government grant aspect of the fitness and amateur sport program affecting the individuals and national agencies, organizations and institutions referred to in sections 3 and 4 of the Act (see Appendix 3-1).

1. Criteria developed by the NAC. Prior to the passage of the Act a few general principles had become entrenched, providing the bedrock upon which the FASA program was built. Blackstock (1977c) states:

The '61 Act was carefully shaped to make use of existing personnel, facilities and programs. The idea was to improve these and add to them, then generate new leadership, new training centres and new facilities.

The Honourable J.W. Monteith interpreted grants to agencies, organizations or institutions carrying on activities in the fields of fitness or amateur sport, as section 4 of the Act states, to mean,

Grants are made directly to national fitness or sports bodies, to organizations for fitness and amateur sports projects of nation-wide scope and interest, to institutions carrying on research, and to individuals, through different forms of fellowships and bursaries (DNHW, 1962 Reference Manual: Foreward).

Pugliese (1977) states that from the outset one of the prime objectives was "...getting money into the private sector using existing national sport governing bodies and recreation bodies...but nothing in the Act says that they [the government] have to do this [i.e. use sport and recreation bodies exclusively]."

Monteith recognized the work of organizations like the CSAC, CAHPER, COA and the amateur sport bodies in general, in the first and second readings of Bill C-131. Alluding to the activities of the CSAC and CAHPER prior to September 25, 1961 and the failure of the 1943 Fitness Act Monteith states,

Furthermore, we have recognized that the objectives of this program cannot be attained in a vacuum. They can only be reached through the network of recreational programs operated by public agencies as well as by the many non-governmental organizations devoted to fitness and amateur sport. We hope that with the full cooperation of professional leaders and volunteer workers it will be possible to add a new dimension to these activities throughout Canada.

I should like to pay a warm tribute to all those who for many years have been labouring actively in these fields. I hope they will regard this new legislation as the fulfillment

of their faith and vision; for our expectations is that building on our efforts, this present initiative will furnish that new spark and that new dynamic leadership necessary to achieve a sound, broadly based and sustained effort all across the country. It is this type of pattern which unfortunately in the past seems to have eluded our grasp (Commons Debates, 1961c:8832).

Brown emphasized the rationale for using the national associations in her interview with the author. She maintains that:

the rationale for going to sports governing bodies [was that the government] was looking for something that was there, that they could get into quickly and the national sport governing bodies and national associations were there...,and there was pressure from these groups. [They emphasized] that they had been in existence for years and they felt something else should not be created (Brown, 1977).

Also, the first Chairman of the NAC, Ken Farmer, was highly involved in the COA, CSAC and a few other sports governing bodies as were other members of the Council. On the recreation and fitness side the first Director of Fitness and Amateur Sport, Gord Wright, was President of CAHPER at the time of his appointment and most members of Council had an appreciation and respect for national organizations like the Legion, Boy Scouts and Girl Guides.

At the first meeting of the NAC and at the initial federal-provincial conference Monteith reiterated what he had said in the debates during the readings of Bill C-131

in the House. He emphasized the aims and objects of the Act in saying that:

...the main types of activity to be encouraged through the Act should be training, research, and information services, though assistance for participation in international and national amateur competition would have an important place in the program. He also outlined departmental thinking on the development of an appropriate system of awards. Mr. Monteith noted the difficulty of meeting costs of local construction through the program, and the desirability of concentrating aid in this area to the construction of regional training centres that would serve wide segments of the population (NAC, Feb. 5, 1962:2).

The Minister and members of the Council also wanted to create the impression that the NAC was going to be a body of "quick action" (NAC, Feb.5, 1962:11). Early in the program, at the first two NAC meetings, the Council approved a number of "special" applications and agreed to basic principles that would guide their decisions throughout this entire period. Similar success was achieved at the first two federal-provincial conferences; so that by September, 1962, only seven months after the program was operationalized, the Directorate was able to publish the first National Fitness and Amateur Sport Grants Reference Manual. In the foreward to the Manual Monteith states:

Criteria governing federal grants set out here take into account the recommendations made at the first two meetings of the National Advisory

Council on Fitness and Amateur Sport held in February and April 1962, and the discussions at the federal-provincial conferences held in February and September, 1962 (DNHW, 1962 Reference Manual:Foreward).

The criteria contained in the first Manual were revised and changed or altered virtually after each meeting of the NAC. However, the basic principles were maintained and by comparison the 1962 and 1968-69 Manuals were remarkably similar (see Appendix 12).

After the criteria were established for a given fiscal year they would be circulated widely to the organizations within the existing components of the sport delivery system. In the very early stages of the program the onus was on the related agencies, organizations and institutions to interpret the criteria and establish their own communication network with members of the Council, Directorate and in some cases the elected officials to ensure that their applications would be dealt with to their satisfaction. As the program evolved the process of submitting funding requests to the Minister, through the NAC, from the related client groups became more sophisticated. The evolution of the allocative process for the FASA Program had a significant impact on the positional outputs related to the Act by the end of the 1960's. Following is a brief account of the development of this process to 1970.

2. The allocative process related to the NAC aspect of the Fitness and Amateur Sport Program. The program under the Act became operational in the latter part of the 1961-62 fiscal year. Grants awarded up to March 31, 1962 were allocated either by the Welfare Branch directly or on an ad hoc basis by the fledgling NAC, subject to the approval of the Minister (Commons Debates, 1962j, 1962l and 1962m; DNHW, 1962ar; NAC, April, 1962:1)²².

The grants awarded directly by the government were of the type that had been awarded prior to the passage of the Act, Monteith informed the House that:

a grant of \$30,000 was made to the British Empire and Commonwealth Games Association of Canada to assist Canadian participation at the games to be held in Perth Australia; a grant of \$10,000 was made to the Canadian Olympic Association to conduct a survey designed to assist in deciding on the most suitable site for the 1968 Winter Olympics; a grant of \$35,000 was made to the Calgary Olympic Development Association, the local organization making the bid for the 1968 Winter Olympic Games to be held in Banff, the site selected by the Canadian Olympic Association (Commons Debates, 1962l).

As well the Canadian Amateur Skiing Association received \$9,785 in direct support to send a team to the European Championships. In addition direct grants were provided to the Canadian Wheelmens' Association (sic Cycling) of \$5,000 to enter a team in the Tour de France de l'Avenir and the Canadian Amateur Speedskating Association was awarded \$500 to send a competitor to the world championships in Moscow (Commons Debates, 1962m:754).

²² See Appendices 14 to 18 and 20 to 22.

The initial grants awarded by the NAC were rapidly processed to show the fitness and amateur sport community that the Council was to be an action-oriented body. These grants were allocated to national organizations primarily to assist with team travel abroad to compete at international sports events and to alleviate some of their financial problems. A \$5 thousand grant was awarded to the University of Ottawa toward the cost of setting-up a research documentation centre in cooperation with UNESCO to gather and disseminate information on fitness and sport (Avren, 1965:1).

During this early period the Minister directed everything to the Council that was not a provincial matter. On January 19, 1962, in response to questions in the House by MP Doug Fisher on how to apply for grants, Mr. Monteith stated that applications can be made directly to the Minister or the Chairman of the Council. Mentioning that the Chairman would be in Ottawa frequently Monteith replied that,

Any communication will of course, be going forward to him....Either course is perfectly satisfactory. The information is passed on to the Council (Commons Debates, 1962a).

However, during the following fiscal year, 1962-63, a more formal process developed and by the 1963-64 year the process outlined in Figure 4-12 was established.

The other channel through which allocations were made to ensure that the program under the FASA was truly

FIGURE 4-12

THE ALLOCATIVE PROCESS ESTABLISHED FOR THE NATIONAL ADVISORY COUNCIL ON
 FITNESS AND AMATEUR SPORT (NAC) PART OF THE PROGRAM UNDER THE FITNESS
 AND AMATEUR SPORT ACT: 1963-1969

MONTH	PROCEDURE	MONTH
February	Estimates established by Treasury Board and approved by government. From 1962-69, the Treasury Board established an upper limit for the statutory appropriations for the Fitness and Amateur Sport Program for each fiscal year. Of this amount a sum was determined for the NAC grants program and for the federal-provincial cost-sharing program. The NAC, with guidance from the Directorate, then planned the budget and allocations for the fiscal year. Two cycles developed, initially for summer and winter sports associations -- the winter sports submitting their budgets in the spring, the summer sports submitting their budgets in the fall for the following seasons. By 1965 these cycles were adapted so all national agencies, organizations and institutions could submit project applications on either or both due dates (NAC, June, 1964:24; FPD, 1965:12).	February
<u>CYCLE I</u>	<u>---For July 31st Submissions</u>	<u>CYCLE II</u>
Year-Round	1. Consultation provided to related national organizations, agencies and institutions by members of the NAC and/or Directorate staff. After 1966 the Directorate's staff assumed the majority of these duties.	Year-Round
February	2. The Minister approves criteria recommended by the NAC.	June
March-April	3. From 1962 to 1966 Reference Manuals were written or revised outlining the criteria and application procedures and circulated to related national agencies, organizations and institutions. From 1963 to 1968 information was circulated to universities and upon request to individuals about the scholarship and fellowship program. Information on the research program was circulated to institutions, primarily universities and related national organizations.	July-August
April	4. Applications circulated to individuals, organizations, agencies and universities.	September

FIGURE 4-12 (con't)

MONTH	PROCEDURE	MONTH
July 31	5. Applications submitted to the Directorate, recorded and summarized.	December 31
August-September	6. Directorate studies all requests. Each project is checked as to conformity to applicable criteria, calculations, previous projects, accounting procedures and validity of the project.	January-February
	7. If required additional consultation is provided or information sought prior to further processing.	
October	8. An analysis and summary is prepared about each project and then presented to the appropriate NAC committee. The committee drafts recommendations for consideration by the NAC sitting in plenary session.	March
	9. NAC approves, amends, tables - for lack of information or rejects each submission and project.	
November-December	10. All recommendations and actions submitted through the Assistant Deputy Minister (or Director General) to the Deputy Minister. Further discussion with NAC may occur.	April-May
	11. Recommendations presented to the Minister by the Deputy Minister for final appraisal.	
	12. Minister approves, amends, asks for further information or rejects each recommendation.	
	13. The Directorate advises the national organizations about projects approved in principle and the maximum funds available for each individual project.	
January-February	14. Each national organization with the knowledge of the maximum funds available for their fiscal year revise their budgets for each project. They then re-submit these with a more detailed plan to the Directorate.	May-June
	15. Directorate staff then review all revisions, prepare all backup documents supporting each recommendation and/or project and assembles the entire NAC package.	

FIGURE 4-12 (con't)

MONTH	PROCEDURE	MONTH
	16. The package is then forwarded to the Treasury Board for review.	
	17. The Minister with the Deputy Minister and/or Director General discusses the package with the Treasury Board. Sometimes revisions are required.	
	18. Cabinet gives final approval.	
	19. Treasury Board approved revised package and drafts an Order-in-Council for the Cabinet.	
	20. Directorate notified on official status of the package by the Treasury Board.	
	21. Directorate requisitions cheques and drafts Ministerial letters informing clients on the official status of the submissions.	
	22. Minister signs letters and sends it with cheque to individual, organization, agency or university involved.	
	23. Individual, organization, agency or university carry out the project according to the terms agreed to for each project, keep accurate records of monies spent. Within 90 days after the completion of the project or the end of the fiscal year, the client must submit a report on the project with a financial statement. Unspent funds returned to Receiver General of Canada through Directorate.	

Sources: Brown, 1977; Carmichael, 1977; Commons Debates, 1963f; DNHW, 1962-1969 Reference Manuals; DNHW, 1965a; FPD, Jan. 29, 1963:11-12; FPD, 1964:Appendix B; FPD, 1965:12-13; Fraser, 1977; Lahaie, 1977; L'Heureux, 1977; Meagher, 1977; NAC, 1962-1969:Minutes; Spicer, 1977; Toner, 1977; Treasury Board, 1965; Treasury Board, 1972; Willard, 1977.

national was the federal-provincial program. This aspect of the program was allowed for under sections 5 and 6 of the Act.

General Allocative Policies of the Federal-Provincial Aspect of the Fitness and Amateur Sport Program. A review of the annual reports, minutes of the NAC and the federal-provincial directors' meetings, proceedings of the CSAC/CASF and speeches by the Minister show that the primary justification for the FASA and its programs was rooted in the premise that its fundamental purpose was to increase the fitness level of all Canadians. Those closely involved with the development of the Act realized the key to reaching all Canadians and to ensure the success of the program was to devise a mechanism that would encourage close consultation and collaboration with the provinces while at the same time respecting provincial jurisdiction and rights (Commons Debates, 1962; FPD, Jan. 1963, Appendix:1; Monteith, 1962; NAC, Feb. 1962:1-2 and June, 1964:3).

Initially, the NAC was to coordinate all programs under the Act. At the first NAC meeting recommendations were made to provide direction for the provincial aspect of the program. These recommendations were presented at the first Federal-Provincial Conference (see Table 4-2) by Monteith and enthusiastically supported by the provincial delegates in attendance (NAC, April 1962:1). However, as the program developed there was very little communication and

coordination between the NAC and the provincial aspect of the program. L'Heureux states during his time on Council that:

the NAC had nothing to do whatsoever with the cost-sharing agreements and the Council never knew what the provinces were doing except that every so often the consultants would speak up [about the provincial program] (L'Heureux, 1977).

Therefore, the provincial program developed distinctly and separate from the NAC or "federal" part of the program. The provincial program was coordinated by the provincial directors who were, "primarily brought together because of the cost-sharing agreements authorized by the Act" (Carmichael, 1977).

1. The federal-provincial agreements. At the first Federal-Provincial Conference the discussions between Monteith and the provincial ministers centered on how the agreements were to be drawn up (Commons Debates, 1962f; FPD, Feb. 1962). The provinces did not request any funding from the program until after the Directors' meeting in September of 1962. On April 9, 1962 the Honourable J.W. Monteith announced to the House of Commons the type of assistance the provinces would receive. Monteith's statement shows that up to this point there was no intention by the government to reduce the program's funding base stipulated in the Act. He states:

First of all, I am today writing the provincial governments informing them of our intention to set aside \$2,500,000 of the \$5,000,000 authorized for the fiscal year 1962-63 to assist provincial programs designed to encourage, promote and develop fitness and amateur sport. This division of the fund underlines the important role which the dominion government feels the provinces can play in the new program. By channelling a considerable part of our annual expenditures through the provinces we hope to stimulate activity at the community level. At the same time, sufficient funds should be available for the dominion government to assist the work of national organizations and projects of national interest, including encouragement to national and international competitions, support for fitness research, production of technical informational material, and other aspects which can best be carried out at the federal level.

The house may be interested in knowing how the \$2,500,000 will be divided among the provinces. A flat rate of \$50,000 is proposed for each province signing an agreement with the balance being provided on a per capita basis.

In addition to these grants, the dominion government is proposing as an interim measure to provide immediate assistance totalling \$250,000 to the provinces for planning and organizational purposes. As we are most anxious to assist the provinces in preparing for a comprehensive nation-wide cooperative effort, and since we feel that the necessary funds can be effectively utilized for this purpose while federal-provincial negotiation of agreements for larger sums is being completed, we have decided to press forward through the provision of these interim grants.

I might say that all these grants are closely in line with the views expressed by the national advisory council on fitness and amateur sport and by provincial ministers at the special meetings which were held in February on this subject. I believe they will go on a long way toward encouraging the kind of provincial and community participation which is so essential to a well rounded and effective national effort. The provinces have so far shown a keen and enthusiastic interest in the new fitness and amateur sport program, and I am

optimistic about their reaction to the arrangements which I am now submitting for their agreement and approval (Commons Debates, 1962j).

What followed Monteith's speech was a hiatus period until the provincial directors could meet in September of 1962 to react to the draft of the cost-sharing agreement drawn up by federal officials. During this period the government decided to reduce the program allocation from \$5 million to \$1 million, a decision not made public until after the September directors' meeting. The policy that the provinces were to receive half of the allocated funds under the Act remained firm; meaning that for the 1962-63 fiscal year the provinces would be eligible for \$500,000.

At the September meeting between the federal and provincial officials, since only 7 months remained in the fiscal year, a makeshift agreement was accepted. What resulted was an agreement that was disproportionate to the needs expressed by the provinces. The \$250,000 Monteith allocated "in addition to" the original \$2.5 million for planning and organizational purposes was considered as half of the provinces \$500,000 allocation. By September 30, 1962 the provinces expended \$214,785 of the \$250,000. The remaining \$32,215 portion allocated to Quebec was not expended because the Province chose not to submit any requests for funding (Commons Debates, 1962m and 1962n). In a discussion at a National Advisory Council meeting Father de la Sablonnière commented that:

...Quebec provincial authorities were reluctant to endorse the Council's program because they did not favour the ways in which the money was being spent. He [Sablonnière] thought they would react better if some money was spent on capital assets such as swimming pools (NAC, Nov. 1963:6).

Therefore, the first agreement only related to the remaining \$250,000 allocated for the 1962-63 fiscal year. These funds were divided among the 9 provinces and 2 territories who eventually signed the agreement (NAC, Nov. 1963:4). Quebec did not sign this Agreement because of the makeshift arrangements and their suspicions of federal government intrusion into an area under provincial jurisdiction (Auger, 1977a; Carmicheal, 1977; Fraser, 1977; Lahaie, 1977). Each of the 11 signatories received \$15,000 plus a portion of the remaining sum on a per capita basis. There was no matching stipulation in the first agreement because the provinces were in the middle of their respective fiscal years and it would have been difficult for them to find new money for program expansion in their limited budgets (FPD, January, 1961, Appendix A:1-2).

In the remaining six months of the 1962-63 fiscal year \$167,298 was approved by the federal government. Of this amount only \$140,996 was expended by the provinces, resulting in the lapsing of \$26,302 of approved funds. The total amount of lapsed funds was \$109,004 (Appendix 25). The reasons for these underexpenditures were twofold.

First, the provinces could or would not alter their programs to conform to the criteria requiring program expansion specified by the federal government. The other reason was that some provinces did not have enough time to put their programs in place to take advantage of the new program (FPD 1964:2; 1965:2). Appendix 25 shows the amounts allocated and expended by each province under the terms of the first agreement.

At the January, 1963 Federal-Provincial meetings a second agreement was ratified for one year beginning April 1, 1963. The funds for the entire program followed the incremental policy set out by the government. Two million dollars was allocated for the 1963-64 fiscal year. The policy of providing half of the allocated funds to the provinces was retained and the provinces and territories were allotted \$1 million. Under the terms of the agreement a basic flat amount of \$35,000 was provided to each territory and province with the balance of the \$1 million shared on a per capita basis. Except for bursary projects, for which the federal government paid 100%, Ottawa agreed to reimburse each province or territory up to 60¢ (60%) of every dollar the provinces expended on a new or expanded program (40%) (FPD, Jan.28, 1963, Appendix B:2,6; NAC, March, 1964:2). This was the first 60/40 cost-sharing agreement (see Appendix 24).

Table 4-3 shows the types of projects financed under this agreement. West shows that the surveys conducted by the

TABLE 4-3

FITNESS AND AMATEUR SPORT FEDERAL-PROVINCIAL PROGRAM - SUMMARY OF TYPES OF PROJECTS FINANCED IN 1964-64 BY PROVINCE
(in dollars)

PROVINCE	SCHOLARSHIPS AND BURSARIES ¹ No.	Amount	BOOKS, FILM, ETC.	STAFF SALARIES	RECREATION LEADERSHIP COURSES	GRANTS TO COMMUNITIES	COMPETITIONS	SPORTS CLINICS	MISCELL- ANEOUS	TOTALS
Newfoundland	A 11-31 2	\$ 11,800	\$ 4,200	-	-	-	-	\$ 1,230	7,515	\$ 24,745
Prince Edward Island	E 3	11,800	4,200	-	-	-	-	1,230	5,103	22,333
	A 3 2-21	6,400	964	\$ 5,936	\$ 3,019	\$ 5,940	\$ 2,227	3,391	6,150	34,027
	E 3	6,400	964	-	-	-	-	-	1,736	9,100
Nova Scotia	A 3 2-48	15,650	1,632	4,902	4,800	-	159	7,203	4,330	38,676
	E 3	15,650	1,632	-	4,800	-	159	3,427	4,330	29,998
New Brunswick	A 3-16	6,600	215	14,619	4,643	10,157	-	4,033	-	40,267
	E 3	6,600	215	1,848	4,643	10,157	-	4,033	-	27,496
Quebec	A -	-	-	-	-	-	-	-	-	-
	E 3	-	-	-	-	-	-	-	-	-
Ontario	A 1-120	25,500	-	-	14,043	1,800	-	6,128	39,633	86,604
	E 3	25,500	-	-	-	-	-	-	-	25,000
Manitoba	A -	-	3,958	14,293	3,926	35,445	-	-	6,581	64,203
	E 3	-	3,958	14,293	3,926	35,445	-	-	6,563	64,185
Saskatchewan	A 8-9	7,500	6,360	-	4,920	6,000	-	1,200	2,760	28,740
	E 3	7,500	-	-	-	-	-	-	-	7,500
Alberta	A 7-71	38,250	1,091	-	1,312	-	-	2,425	740	43,818
	E 3	38,250	1,091	-	-	-	-	1,463	740	41,544
British Columbia	A 1-6	3,500	2,040	-	3,889	-	-	5,238	1,500	16,167
	E 3	3,500	2,040	-	-	-	-	4,026	1,500	11,066
Northwest Territories	A -	-	117	7,020	120	-	852	590	1,329	10,028
	E 3	-	117	4,323	120	-	852	590	1,329	7,331
Yukon	A -	-	-	12,904	-	-	3,517	-	-	16,421
	E 3	-	-	3,365	-	-	-	-	-	3,365
A - TOTAL APPROVED	35-316	114,700	20,577	59,674	40,672	59,342	6,755	31,438	70,538	\$403,696
E - TOTAL EXPENDED Unexpended Funds	35-316	114,700	14,217	23,829	13,489	45,602	1,011	14,769	21,301	248,918
PROGRAM AREA										\$154,778
	PHYSICAL EDUCATION AND RECREATION LEADERSHIP		EDUCATIONAL INFORMATION	ADMINISTRATIVE SUPPORT	PHYSICAL EDUCATION AND RECREATION LEADERSHIP	PARTICIPANTS (OTHER PROGRAMS)	COMPETITIONS DEVELOPMENTAL	SPORT LEADER-SHIP	PARTICI-pants (OTHER PROGRAMS)	

participating provinces and territories with the initial \$250,000 allocated to them, "...indicated that the two most urgent priorities lay in the areas of strengthening program leadership and in establishing programs at the local level" (West, 1973a, Ch.4:6). He further specifies that during the period of federal-provincial agreements support fell under the following headings:

1. provincial administration,
2. leadership training for recreation,
3. grants to communities and provincial (recreation) organizations,
4. in-service training conferences and seminars,
5. leadership training and athletes clinics for sport...,
6. grants to provincial sports associations for organizing, administration, competitions and conferences....
7. information and promotion materials,...
8. equipment....(West, 1973a, Ch.4:6)²³.

"The underlying philosophy of the program", and the agreement, emphasized by Willard,

...was to support extension of existing services; federal hope was that the program might expand and develop fitness and amateur sport activities rather than assume any part of the costs of existing provincial programs in this field (FPD, Jan. 28, 1963:4)²⁴.

To determine what services existed in the provinces, each province filed a report using 1961-62 as the base year. British Columbia, Alberta and Ontario argued that 1960-61

²³ See Program Outputs in the next section of this chapter. These program areas were the guidelines accepted by the sixth federal-provincial directors' meeting (FPD, 1966:6).

²⁴ Monteith said practically the same thing FPD, Jan. 28, 1963, Appendix A:7).

should be used as the base year because in 1961-62 they had already expanded their programs. However, the intention of the federal government was to design an agreement that would benefit those provinces with small or no programs (FPD, Jan. 28, 1963:3-4). Secord (1972:2) and West (1973a, Ch.4:3) show that this policy resulted in some provinces having to increase their budgets by more than 40 percent if they were to maintain their existing programs.

Fraser (1977) states, "the whole fitness and amateur sport program was built on the concept that the federal government's role was a catalytic one." Without such a policy Fraser argues that the provincial governments would have been content to use federal money to finance their existing programs and growth would have been inhibited. Bayer (SFC, 1976P:35) cites this policy and the subsequent three year 60/40 agreements as the key factors leading to increased funding by the provinces for sport and recreation programs. Another reason for the "extension of services" clause in the second and subsequent agreements was that the federal government wanted to develop the program along "certain lines" and to make the provinces more responsible for program development (FPD, 1965:2; NAC, March, 1963:7).

During the year of the second agreement problems became evident with the federal-provincial aspect of the program resulting in further underexpenditures. Provinces with lower budgets could not afford the 40 percent for new

programs without dropping existing programs to replace them with "new" ones. Most provinces chose not to utilize their share (FPD, 1964:11; NAC, March, 1963:7-8). Larger provinces with already expanded programs believed they were penalized and were reluctant to expand their programs beyond their human resources. For example, Ontario only spent the \$25,000 for scholarships and bursaries of the \$86,604 approved because the province had a developed physical education program and did not wish to allocate funds for new programs at the time (Table 4-3 and Appendix 25). Also, like Quebec, Ontario was reserved and cautious about this new federal presence in matters related to education and community recreation (DNHW, 1965ar:3; NAC, March, 1963:7-8 and Nov., 1963:5). This attitude prevailed with subsequent agreements²⁵. Another problem was that in the one year agreement all the projects had to be short term in nature and approved, sometimes after the fact, by the federal government - a policy the provincial governments found hard to accept even with the longer term agreements (NAC, March, 1963:4; Secord, 1972:3). A result of this "approval" policy was that in the 1963-64 fiscal year, although \$1 million was allocated for the program only \$403,696 was actually provided. Of this amount, because the approval process did cause some delays, the provinces and territories could only

25 The federal government paid 100 percent of the costs for scholarships and bursaries, a precedent continued in the following agreements. See Appendix 24, sections 1.e, 4 and 5.1.

expend \$248,918 by the deadline date of March 31, 1964 (DNHW, 1964ar; see Table 4-3 and Appendix 25).

However, most provinces and both territories were very positive about the agreement except that they were "...operating from year to year with no promise of a definite arrangement beyond one year" (NAC, Nov., 1963:5). This led the NAC to endorse a six year agreement proposed by the provinces (NAC, Nov., 1963:5; June, 1964:2). These problems were carefully considered by the federal government and the Cabinet. This caused a delay in the signing of a new agreement for April 1, 1964. By June, 1964 the Cabinet authorized the Minister, Judy LaMarsh, to enter into a three year 60/40 agreement with the provinces and territories (NAC, June, 1964:2). By August of the same year all the provinces and territories, except Quebec, signed this third agreement, the first of two three-year agreements (see Appendix 24).

The policies of the second agreement provided the basis for the third, fourth and fifth agreements. The third agreement ran for the duration of the 1964-65, 1965-66 and 1966-67 fiscal years. Willard regarded this event as extremely important as it provided the FASA program with more stability. He states,

I remember that in the beginning when we tried out the one-year agreement for awhile our life here was not particularly easy. We have been living almost continually through a period of minority government and a period of change, and to get from a one-year agreement to a longer

agreement has meant quite a little bit of effort...(FPD, 1965:2).

Although the total fitness and amateur sport program budget was increased to \$3.2 million, this agreement limited the amount available to the provinces and territories to \$1 million annually (see Appendices 25 and 27).

The fourth agreement was essentially the same as the second and third agreements, the only changes being those to facilitate administration (DNHW, 1967ar:8). Again, the amount available to the territories and provinces was limited to \$1 million. This agreement was in effect for the 1967-68, 1968-69 and 1969-70 fiscal years. Close to this agreement's expiry on March 31, 1970 the federal government announced its intention to terminate the cost-sharing program.

In the white paper, "A Proposed Sports Policy for Canadians", tabled in the House of Commons by the Honourable John Munro on March 20, 1970 it was stated that the federal government fitness and amateur sport officials would soon discuss the future of the federal-provincial cost-sharing agreement with their provincial counterparts (DNHW, 1970a:45). The rest of the section related to the 60/40 agreement in the "proposed" policy reads as though the decision was already made to bring the program to a close. The policy states:

The intent of this agreement initially was to make federal funds available as a means of stimulating the provinces and territories in

their development of fitness and amateur sport programmes. In the seven years that this agreement has been in effect, provincial programmes have been developed along these hoped-for lines, to a point where they are almost completely capable of standing on their own feet. Accordingly, we will be seeking to develop national programmes in which the federal and provincial governments would play their part individually, but cooperatively (DNHW, 1970a:45).

Broom and Baka (1979:13) and Secord (1972:2-3) state that the federal government's announcement was "met with a bitter response" and "...considerable concern" from the provinces. Faced with great pressure from the provinces a fifth and final 60/40 agreement, was implemented to phase-out the program. This agreement cut the provincial appropriation by one-half nationally to \$500,000 (Broom and Baka, 1979:13; DNHW, 1970a:8; Secord, 1972:3).

The decision to cancel the cost-sharing agreement with the provinces and territories was not a surprise to officials close to the program. The only real problem was the apparent haste with which the decision was made. Some of the former and current provincial officials interviewed expressed the feeling that if the federal government had made its intention known and clear at least a year prior to the expiration of the fourth agreement the problems and bitterness that were created between the "feds" and the provinces could have been avoided and a more amicable and planned phase-out procedure could have been implemented. These same individuals also inferred that the approach taken by the federal government to cancel the cost-sharing

agreement led to heightened suspicions and problems between the provinces and Ottawa, many of which linger to the present (Bayer, 1977; Clarke, 1977; Ganske, 1977; Johnson, 1977; McFarlane, 1977; McLenahan, 1977; Thorsen, 1977).

As early as 1966 there were developments which signalled the termination of the cost-sharing program. Just prior to the signing of the fourth agreement John MacDonald informed the provincial directors that the "...prevalent feeling [by the Government was] that all [federal government] shared cost programs should be discontinued..." (FPD, 1966:1). Fraser (1977) states that the Minister, Munro and the Directorate had little choice but to start phasing-out the program because the Trudeau administration made the "broad decision to get out of all federal-provincial agreements..." soon after it took office in 1968. This general policy coupled with the "sport excellence philosophy" that became more predominant after the appointment of Lou Lefaive as the Director of Fitness and Amateur Sport and fostered by the new Minister of Health and Welfare, John Munro are considered to be the two primary reasons why the federal-provincial program came to an end.

Munro, soon after his appointment as Minister of Health and Welfare in July, 1968 indicated a change in emphasis and direction for the federal government in fitness and amateur sport prior to the completion of The Report of the Task Force on Sports for Canadians and the P.S. Ross

study the Report on Physical Recreation, Fitness and Amateur Sport in Canada. In speeches to the Atlantic Provinces Health, Physical Education and Recreation Association and to the Canadian Amateur Sports Federation's Annual Meeting, Munro stressed a need for change and endorsed the athletic excellence aspect of sport that Lefaive had emphasized from the time of his appointment (Lefaive, 1977; Munro, 1968a and 1969a). What in effect occurred was that Munro through his speeches forewarned of the move by the federal government to move out of the cost-sharing program. Bayer (1977) says,

The move out of cost-sharing began just prior to the Task Force. The 60/40 agreement really officially ended in 1970. Mr. Munro stated they [the Government] had primed the pump enough.

2. Special grants and supplementary funding.

Besides the \$1 million allocated annually under the cost-sharing agreements each year from 1964 to 1970 the federal government also allowed for special grants outside the terms of the 60/40 program²⁶. For example in 1965-66 a special grant of \$85,000 was made to Newfoundland to renovate the former air force base at Torbay into a provincial training centre (DNHW, 1966ar:6). The following year Manitoba received a similar grant for \$40,000 to convert facilities

²⁶ Appendix 25 shows the amounts allocated above the \$1 million level in the 1965 to 1969 fiscal years inclusive.

at Gimli into a leadership training centre for the Province. As well supplementary assistance was provided by the federal government for specific projects meeting the objectives of the Act but falling outside the terms of the cost-sharing agreement (Brown and Baka, 1979:14-15; DNHW, 1967ar:8).

Also, prior to the Act's passage the precedent was established for another form of cost-sharing with the provinces, cities and other agencies. On January 25, 1961 Monteith announced to the House that the Government agreed to financially support the COA's bid to host the 1968 Winter Olympics at Banff, Alberta (Commons Debates, 1961e). Late in 1962 Monteith announced to the House, the Government's further commitment to the Winter Olympic bid. The Minister in recognizing that the Department of Northern and Natural Resources contributed the greatest amount to the project said:

It has been decided that my department will bear the responsibility of federal aspects of matters relating to the operation of the games and for provision of the necessary funds to cover all federal grants and subsidies....It has been most heartening to observe the support this project has been given by the public and all levels of government. My department's \$35,000 operational grant was matched by the Province of Alberta and the City of Calgary, and these matching arrangements will, I expect, be maintained (Commons Debates, 1962o).

This concept formed the basis of Canada's hosting policy and support to temporary organizations throughout this and the next decade (see Appendix 22). This policy was not made

official until November 29, 1978 when the Honourable Iona Campagnolo, Minister of State for Fitness and Amateur Sport tabled Canada's Hosting Policy - Sport Event Guidelines (Commons Debates, 1978a; DNHW, 1978c:Part2).

3. The allocative process related to the provincial aspect of the Fitness and Amateur Sport Program. The procedures through which the provinces and territories received funding from the federal government is noteworthy because the process led to fundamental problems between the two levels of government. Generally the process was determined at the January 1963 Conference of the Federal-Provincial Ministers and Deputy Ministers. Minor changes occurred in the 1966-67 fiscal year when the procedures for applying were streamlined. Figure 4-13 shows the role played by the various actors within the federal and provincial governments.

Secord (1972:3) states:

Primary among the problems [with the federal-provincial program] was the need to "pre-clear" the programs and services for approval by the federal government and this was time-consuming and administratively difficult.

Willard recognized this problem early and asked for input from the provincial directors at the 1965 Federal-Provincial meeting. Bayer (1977) maintains that meaningful input from the provinces and territories was not really asked for or considered carefully by the fitness and amateur sport

FIGURE 4-13

GENERAL ALLOCATIVE PROCEDURES RELATED
TO THE FEDERAL-PROVINCIAL FITNESS
AND AMATEUR SPORT PROGRAM

1. Application Form formulated by the FASD
2. Provinces fill out forms in triplicate explaining the details of each specific project. The application is signed by either the Provincial Minister or Deputy Minister
3. The FASD acknowledge and process the application according to the terms of the cost-sharing agreement.
4. Application forwarded to the Federal Minister for consideration.
5. The application is then returned to a province if incomplete or if revisions are required. This is processed on an amendment form.
6. If the application is complete the Deputy Minister makes a recommendation to the Minister to either approve or turn down the project
7. If the project is approved it is forwarded to the Treasury Board for processing for payment at a later date. A carbon copy remains on file with Audit Services within the Directorate.
8. At this stage the provinces know the money will be paid after the program is completed. Claim forms were submitted by the province for payment either at the end of the project or every three months for long-term projects. A copy of this was forwarded to a local (provincial) branch of the Federal Audit Services for inspection.
9. If the claim form was correct it was then forwarded to Ottawa where it was reviewed by Treasury Board officials and the FASD staff.
10. The Directorate then requisitioned the cheque through procedures of the Department of National Health and Welfare. The requisition was then approved by the Department auditing officials and forwarded to the Treasury Board Office for payment to the province in question

officials. MacDonald (FPD, 1964:11) inferred that the provinces were unready and unwilling to participate fully in the program. According to Secord (1972:3) this attitude was created because

The federal approvals did not always match the provincial priorities and valid provincial programs were often refused by federal decision (often after they had been held) [and] new initiatives by the federal government were often imposed on the provinces since the federal government paid all or part of the costs....

Another problem, obviously, was communication.

The provinces with developed programs were reluctant to utilize all their federal funds for new programs fearing that their projects may be refused after the fact. Mrs. Casselman, the Parliamentary Secretary for Mr. Monteith, in a reply about funding to community level recreation said:

It will be a matter for the province to decide what projects are submitted for use of their federal funds. The projects mentioned together with any other projects submitted by the province will, under normal procedure for the review of such projects, receive sympathetic consideration (Commons Debates, 1962r).

Although her answer was a diplomatic one what it did point out was that for provincial government projects to receive funding they had to be approved by the federal government. Such an approach not only altered the priorities of a province but manipulated them (Thorsen, 1977).

This approach made it difficult for the provinces to utilize the funds effectively and led to underexpenditures each year until 1970, when Quebec entered the program. This state of affairs implies that there were needs for and above

the \$1 million allocated each year but that the procedures prevented the full expenditures of funds. Willard implied as much at the Fifth Provincial Directors' Meeting. He states:

By doing a little trimming here and there we have tried to channel the area of our assistance into certain fields where we would minimize criticisms at this level and hope that you would be able to fill in the other spots at your level. I think you will all appreciate that some of the suggestions of this type which we have made have not been in any way reflections on the projects or on your efforts, but rather an attempt on our part to develop the program along certain lines and to maintain a maximum of support at this level for the overall objectives (FPD, 1965:2).

Another problem the provinces voiced strong opposition to was the amount of federal funding channelled through national and provincial private sector organizations for projects at the provincial level and/or provincial in scope. This problem although recognized early in the program became even more significant after the 60/40 agreement was cancelled. This is discussed in detail in the next Chapter²⁷.

These problems notwithstanding, the Task Force Report recognized the value of a federal-provincial program and recommended that:

the federal-provincial agreements be re-evaluated and a new program be devised for expenditures in this area (DNHW, 1969b:81).

²⁷ This problem was referred to at the fourth NAC meeting (NAC, March, 1963:8) and emphasized by Bayer, 1977; Clarke, 1977; Johnson, 1977; McFarlane, 1977; McLenahan, 1977 and Secord, 1972).

However, the federal government in its resolve to move out of as many cost-sharing agreements as possible stated in 1970:

The federal-provincial cost-sharing agreement which has been in existence for seven years was terminated at the end of this fiscal year. It was generally felt that this agreement, which was primarily intended to encourage and develop provincial involvement in amateur sport and recreation, had effectively served its purpose.

One of the clearest indications of this is the fact that at the beginning, in most provinces, the federal contribution represented almost 60% of the total budget for amateur sport and recreation. While the federal share has remained constant, the provincial contribution has increased in the majority of cases to the extent that the federal portion has become relatively minor. In addition it has become increasingly clear that the programs operated under the terms of the agreement were provincial in nature without necessarily relating to national objectives and programs (DNHW, 1970, Departmental Annual Report, 1970:155).

Program Outputs. Appendices 14 to 18, 20 to 22 and 25 and 26 list the fitness and amateur sport contributions to private, shared and public sector organizations, associations, agencies, institutions and governments. Funding to these client groups were allocated under the five program areas specified in Chapter I and in Appendix 27. Following is a brief review of the major programs developed through both the NAC and the federal-provincial aspects (or channels) of the Fitness and Amateur Sport program from 1962 to 1969. Appendix 30 shows the expenditures under each program area as a percentage of the total program costs since the Act's proclamation.

1. Promotions and Communications. The federal government and the NAC recognized the need to publicize and promote the program from the outset. One of the original five sessional committees of the NAC, proposed by the government was the Promotions and Publicity Committee (Appendix 11-1). The other area of importance to the program was the creation and dissemination of information that was educational in nature. By April of 1962 both the promotions and communications functions were combined into one committee of the Council (Appendix 11-2). These functions were also very important within the Directorate.

From the time of the Repeal of the 1943 Fitness Act in 1954 to the appointment of the NAC in 1962, Doris Plewes as the Consultant for Fitness, Amateur Sport and Recreation and later as the Assistant Director of the program spent the greatest proportion of her time promoting and communicating federal government initiatives in this area to the public. Between 1954 and 1962 Plewes single-handedly generated a great deal of educational information which she circulated across Canada. In September of 1963 a Principal Information Officer from the Information Services Directorate of the Health and Welfare Department was assigned to the program (Figures 4-5 and 4-6). By 1966 this program area required the full time services of a consultant (Figures 4-9, Appendix 27).

a) Publicity

The first NAC appointments comprising professional sportspeople and members of the press were in large part made to gain public attention. This approach did have some limited success (for example Editorials, 1962a, 1962b; Westwick, 1961a, 1961b). The press was encouraged to attend the early meetings of Council but this was soon discouraged by the Minister; because proposed recommendations made public had a tendency to commit Ministers to policies which they had yet to approve. Such a situation placed the Minister in an intolerable position. Also, it was determined that the presence of the press limited frank and open discussion. This debate was one that was discussed by virtually every Council even to the present. Most Councils had the view that unless they had input to the media their role would be less effective. This debate probably reached its height at the 1967 June and October NAC meetings (NAC, June 1967:2; October, 1967:3-4).

During this period little funding was allocated to be expended specifically on program promotion. The need for greater publicity for the program was discussed by the NAC and the federal-provincial directors at almost every meeting held by the two groups during the period. Some ideas advanced were: providing national and provincial private sector sport and recreation organizations with funds to promote their aims and objects (DNHW, 1964ar:3; FPD, 1962:1;

NAC, June, 1965:7); development of long-range promotion plans (e.g. see NAC, June 1965:7); cooperating with other federal government departments with overlapping interests in the promotion of the FAS with their programs (NAC, March, 1963:2); creation of a national Journal on Sports and proposals to provide funding to NSGBS to hire promotions and marketing personnel (NAC, June, 1965:6).

Although, considered developmental in this study, cross-Canada exhibition tours such as the one carried out in Rugby in 1961-62 and between the Russian and American national volleyball teams in 1966 were highly successful (DNHW, 1962ar and 1964ar:5).

In 1963-64 the CBC in cooperation with the Directorate and NAC promoted fitness via radio (DNHW, 1964ar:9). By 1966 production began on a series of brief, promotional television clips about fitness related themes (DNHW, 1966ar:8).

Promotion displays to publicize the program were erected at major events and conferences throughout the period. For example, in 1967-68, major displays were set up at the First Canadian Winter Games held at Quebec City, the Winnipeg Pan-American Games, the CNE in Toronto, the Canadian Symposium on Recreation convened in Montreal and Las Vegas, U.S.A. for the Annual American Association for Health, Physical Education and Recreation Convention (DNHW, 1968ar:110). However, perhaps the single most prominent

promotion of the program held in this period was the Fitness Festival held on Labour Day at the Canadian National Exhibition.

The concept of the Festival was raised by Harry (Red) Foster at the second NAC meeting (NAC, April, 1962:3). On May 29, 1962 the Chairman of the NAC, Mr. Ken Farmer, announced the plan. The cost of the Festival was \$75,000. Fifty thousand dollars was provided by the federal government through the NAC. Ontario and the CNE contributed \$12,500 each (Carry, 1962). The major purpose of the Fitness Festival was to,

focus national attention on better health through participation in leisure-hour physical activities (Carry, 1962).

At the Festival were displays and demonstrations involving youths and adults in a multitude of physical fitness and sporting activities. At least 20,000 spectators watched more than 2,500 people take part in over 40 demonstrations (NAC, Nov. 1962:5).

By 1967 the Directorate was mainly responsible for the publicity and information services of the program. The Directorate performed two major functions:

One is to inform the general public about the program and the services it provides. For this purpose press releases are prepared on items of public interest and interpretative articles written for various journals and magazines. A large visual display illustrating the Program was circulated to several conferences during the year and material prepared for use by radio and television. In addition, a descriptive booklet, "Program for

Everyone", was produced and circulated widely throughout the country. A clearinghouse service is maintained for information on fitness and amateur sport in Canada. A calendar of sports events is published three times annually which includes locations and dates of such national events as championships, clinics for coaches and officials, annual meetings and international sports events involving Canadian participants. It is hoped that a regular newsletter can be published in the future (DNHW, 1967ar:10; see DNHW, 1967b).

Overall, however, publicity for the program was not considered effective enough and in 1968 the NAC recommended seven principles of concern. They were:

- (1) That the Information Section of the Department must ensure that the program receives increased exposure, for only in this way will the people of Canada accept it and only in this way can it hope "to encourage and promote fitness and amateur sport".
- (2) That the Minister, members of Council and members of the Department should become involved on a more personal basis with the news media in order to ensure better news stories.
- (3) That, in obtaining more coverage for the part which the program plays in aiding various organizations, care should be taken to ensure that Government support encourages, rather than discourages, further support from the private sector.
- (4) That the wholehearted support of the many organizations and individuals receiving assistance under the program should be solicited in order to gain more and better exposure for the program.

- (5) That the work of Council and its committees should be streamlined in order to ensure that members are well-informed prior to Council meetings and to enable Council to be in a position to provide concrete views and statements to the press prior to and after meetings. (These statements would be on general principles and policies and would not involve any areas where the Minister is required to make specific decisions.)
- (6) That the program should adopt a unique symbol.
- (7) That all donations to sport and recreation should be tax deductible (NAC, March, 1968:3)²⁸.

The other major part of the FAS promotions and communications program was the educational information area.

b) Educational Information

From the outset the need for new resource and educational material prepared by persons knowledgeable in sport and fitness was recognized (DNHW, 1961ar:1). The Sessional Committee on Information and Public Relations, at the second NAC meeting recommended that \$300,000 be budgeted for the 1962-63 fiscal year to produce "how to kits" of information, technical standards booklets, information booklets on keeping fit, rule books and other general educational materials (NAC, April, 1961:Appendix). Although the recommendation was not approved by the Council for the 1962-63 year, a program was phased in over a three-year

²⁸ Detailed proposals are contained in Appendix 2 of the NAC minutes.

period, from the 1963-64 fiscal year to the 1965-66 fiscal year. During this period \$344,176 was expended on producing and documenting educational materials (DNHW, 1964ar:10; 1965:ar:5; 1966ar; see Appendix 27). After the 1966 fiscal year funds continued to be appropriated in the area.

In the 1963-64 fiscal year the first initiatives in this area began. In the fall of 1963 figure skating "how to kits" which included two films and written technical material on the sport were distributed widely throughout Canada. Shortly after this successful development "how to kits" were produced and distributed on skiing, family camping, community recreation, lacrosse, badminton, volleyball, water sports and other forms of recreation (DNHW, 1963ar:3; 1964ar:2; 1965ar:5; 1966ar:7). A typical kit consisted of:

...a promotional film, an instructional film, film strips and an instructional manual.

The kits were developed through the close cooperation of the Directorate, Information Services Division of the Department, the Queen's Printer, the National Film Board and the related sports governing body or recreation organization (DNHW, 1964ar:8-9; 1966ar:7; 1967ar:11). The information was circulated throughout Canada by the private sector sport and recreation organizations and provincial recreation and education departments. The provincial directors at their first meeting emphasized the value of planning and distributing this type of material (DNHW, 1964ar:8-9;; FPD, Feb. 1962:5).

To prevent duplication of effort the Directorate assumed a coordinating role for matters related to the production and distribution of educational and technical materials. In 1967 it was reported that the Directorate and the Information Services Division of the Department,

...is not only producing education materials; it is also encouraging more effective coordination between the provinces and the federal government to prevent unnecessary duplication of effort. As one means to this end it is currently preparing a catalogue of all publications produced by the provinces and the federal government along with respective policies regarding distribution and reproduction.

Advice is also given to national associations regarding instructional materials and assessments made of their needs and ways in which they can be assisted, in relation to the broad information services program of the Department (DNHW, 1967ar:11)

By 1964 in cooperation with the National Film Board over 360 films were compiled and by 1965 the number was over 380 (DNHW, 1964ar:9; 1965ar:5). Other materials produced by the end of the 1969 period were:

- a promotional film on water sports, "Get Wet"
- a fitness guide for men and women titled "Get Fit-Keep Fit", prepared by a joint committee of CAHPER and the CMA
- a brochure on career opportunities in physical education and recreation developed in cooperation with CAHPER
- manuals in a wide range of sports (DNHW, 1967ar:11; 1968ar:12).

To ensure this successful program would continue Mr. Stan Spicer, a former Director in New Brunswick, was appointed to the Directorate as an Educational Materials Consultant in

1966 (Figure 4-9). And in 1967 a new advisory service specifically designed to assist national organizations in the production of publications was implemented (DNHW, 1968ar:12).

Documentation and gathering of these and other materials also became of great concern to the NAC. The need for a centralized documentation service was recognized in the years preceding the formulation of the Act (Plewes, 1962).

In 1958 the International Council on Sport and Physical Education (ICSPE) was founded and by 1960 the organization established a Documentation and Information Bureau in Belgium. The major purpose of the Belgium Bureau was to promote similar centres in other countries. In September of 1961 the Rector of the University of Ottawa was officially invited by ICSPE to establish a Centre for Canada at the University. The Rector accepted the invitation and appointed Rev. Father Mederic Montpetit, Director of the Department of Physical Education at the University, as the corresponding member for the Belgium Bureau. Soon after the Act was passed the University requested a \$5,000 grant from the NAC to set up the Canadian Documentation Centre. The grant was approved in April of 1962 (Avren, 1965:1; DNHW, 1962ar; Public Archives, 1963:1).

Upon receipt of the \$5,000 the first Advisory Committee was appointed consisting of Father Montpetit as

Director of the Centre; the Queen's Printer, Roger Duhamel; Mr. G. LaMarsh, Secretary to the NAC; Rev. Father Drouin, University of Ottawa Librarian and Dr. P. Ramunas, Professor of Education at the University. The committee struck the terms of reference for the Centre. The main purpose of the Canadian Bureau of Documentation and Information Specialized in Sport and Physical Education, as it was originally named, was to create, gather and distribute information on fitness and related research "...to universities, provincial governments, interested federal government departments, fitness research units, fostering organizations [e.g. NSGB's and recreation agencies] and all libraries in Canada" (Public Archives, 1963:2-3). On December 3, 1964 the name of the Bureau was officially changed to the Canadian Documentation Centre - Fitness and Sport (Avren, 1965:2).

In the same year, primarily due to financial difficulties, it was agreed that the Centre would

...be operated by the Department of National Health and Welfare in facilities provided at the University of Ottawa. This Centre will provide, on a bilingual basis, information pertaining to the different aspects of the program, and will disseminate information on fitness in Canada (DNHW, 1964ar:8).

This action was also encouraged by university officials who believed the Centre should become an important part of the overall fitness and amateur sport program (West, 1973a, Chapter 5:18). The NAC then recommended that Dr. Plewes

and one or two members of the Council be asked to form a committee to govern the administration of the Centre (NAC, June, 1964:4). What followed was the appointment of a new Administrative Board. the University of Ottawa members were Father Drouin; Father René Lavigne, Dean, Faculty of Arts; Professor Fern Landry, Director of the School of Physical Education and Recreation and Dr. Guy Métivier, a professor of physical education. The representative of the federal government was Roger Dion, the Director of Fitness and Amateur Sport (Plewes, 1965:2).

Dr. Plewes was officially appointed as the full time Director of the Centre in 1964 and the University of Ottawa received a grant for \$30,600 for the 1963-64 year (NAC, March, 1964:Appendix A). By February, 1965 the need for two more full time professional employees, a librarian and documentalist, was recognized by the Administration Board. The Board also believed the Centre should broaden its mandate to include documentary sources from all sports and recreation organizations and associations of a practical as well as a scientific nature (Avren, 1965:2; Plewes, 1965:11).

Due to this broadened mandate it was recommended by the NAC and approved by the Minister that the University of Ottawa be given a grant of \$65,600 to foster the Centre's development (DNHW, 1965ar:8; NAC, Feb., 1965:7). this amount was provided over a two year period, \$30,000 to be

allotted in the 1964-65 fiscal year and the remainder in the following fiscal year (DNHW, 1966ar:13). The Centre was operated under guidelines set down by the Canadian Documentation Centre Committee of the NAC, chaired by Dr. Max Avren (Avren, 1965:3, see Appendix 11-6). The specific functions of the Centre were to:

1. [be] archives for Canadian data in fitness and sport
 2. [be] a source of information for references in all areas of fitness and sport, and
 3. obtain reference material [in all related areas]
- (Avren, 1965:3).

To oversee these developments the NAC Documentation Centre Committee enlarged its membership to include persons with sport and recreation backgrounds. The Committee in 1965 was comprised of:

Members

1. Mr. Renée Belisle
Director of Recreation and Parks Department
Montreal and a member of the NAC
2. Mr. C.R. Blackstock
Executive Director of CAHPER
3. Mr. Jack Brown
Chief Librarian
National Research Council, and
Vice-President of the International
Federation of Documentation
4. Father Paul Drouin
University of Ottawa
5. Professor Fern Landry
University of Ottawa
6. Mr. L.F. MacRae
Director, Information Services Branch
Defence Research Board
Department of National Defence
7. Miss Elsie McFarland
Supervisor
Recreation and Cultural Development Branch
Department of the Provincial Secretary
Alberta

8. Dr. John Merriman
Professor at the University of Saskatchewan
School of Medicine, and a member of the NAC
9. Mr. H.A. Noble
Director of Physical Education
Department of Education
Nova Scotia
10. Dr. M.L. Van Vliet
Director of the School of Physical Education
University of Alberta, and a member of the
NAC

Technical Advisors

1. Mr. Roger Dion
Director
Fitness and Amateur Sport
2. Dr. Guy Métivier
University of Ottawa
3. Dr. Doris Plewes
(Plewes, 1965:5).

Dr. Avren in his report to the NAC recommended that the Centre should be a

...forever project probably requiring government support indefinitely (Avren, 1965:4).

However during this same period, 1964 to 1966, the NAC was questioning the role and purpose of the Documentation Centre. Perhaps this was the rationale behind Avren's 1965 Report. In the final analysis the NAC viewed the progress of the Centre as being too slow, serving only the needs of universities and were disturbed by staffing problems they were encountering. The Documentation Centre Committee of the NAC did not agree with further expansion until such time as these problems were overcome. In 1966 Doris Plewes resigned her position placing the Centre in limbo for about a year (West, 1973a, Ch.5:18).

Early in 1967 an attempt to revive the Centre was made by a new Director, Mr. Labonté, at the University of Ottawa (Blackstock, 1967; DNHW, 1967ar:11 Editorial, 1967). However, this attempt soon failed and the Centre's activities were curtailed and the documents were warehoused at Tunney's Pasture, the location of the FASD (West, 1973a, Ch.5:18). Another effort to revive the Centre followed when the FASD moved from Tunney's Pasture. In March of 1968 the Centre was officially and formally moved to quarters at the Brooke Claxton Building in Ottawa, the site of the new FASD offices and there it came under the direct supervision of the Directorate until the end of this period (DNHW, 1968ar:12; DNHW, 1970ar:9).

Aside from documentation and the development of resource material, conferences and seminars were funded to promote and communicate the program to the public and the persons closely involved in fitness and amateur sport. Through these conferences the program was promoted and ideas were exchanged on how to improve upon it. As well, information was exchanged and communicated through the publication of proceedings, partially or totally funded by grants under the Act.

The first of these sponsored conferences was the "First Canadian Fitness Seminar" held in conjunction with the 15th Biennial Convention of CAHPER at the University of

Saskatchewan at Saskatoon²⁹. At the Conference the NAC met and its members took part in the proceedings along with the Directorate Staff, headed by Gord Wright, the Past-President of CAHPER and Director of the FASD (CAHPER, 1963:3,96; DNHW, 1964ar:8; Public Accounts, 1963). The idea for the Conference was Wright's when he was President of CAHPER (CAHPER, 1962b).

In 1965-66 CAHPER and the YMCA received \$25,000 and \$21,000 respectively for conferences and seminars related to the International Cooperation Year (DNHW, 1966ar:13). But perhaps the most grandiose effort in this regard occurred in 1967 when several "professional" associations jointly received \$54,900 over two years towards the cost of organizing a national recreation symposium as a Centennial Year project entitled, "Man and His Leisure" (DNHW, 1966ar:5; 1967ar:4). In 1967 it was reported that:

The implications of more leisure time in working years and of earlier retirement in relation to more purposeful and active living provided the main topics for study at the Canadian Symposium of Recreation, in Montreal in June, which brought together representatives of over 170 affiliated agencies and organizations, with an attendance in excess of 1,500. It is believed the Symposium may influence the directions which the development of recreation programming will take in the years ahead (DNHW, 1967ar:4).

²⁹ perhaps this Conference was wrongly titled. A similar conference was held in Winnipeg in 1944. Ironically, the 1944 Conference was the first one sponsored by the former NCPF and was also held in conjunction with CAHPER's predecessor the CPEA (See Chapter 3, text).

The founding members of the Canadian Symposium of Recreation, Incorporated 1966 were CAHPER, PRAC, the Canadian Welfare Council, the Association Canadienne des Centres de Loisirs and the Recreation Division of the Parks Department of the City of Montreal. Mr. René Belisle, the Superintendent of the Montreal Parks Department and NAC member was the President of the Symposium (DNHW, 1967c:iv).

A noteworthy attempt during a meeting at the Symposium was made to form a single, dynamic Canadian association for recreation comprised of all the agencies represented (Davidson, 1977; FPD, 1966:10; McFarland, 1977). However, in the words of one member present at the meeting, Dr. Stewart Davidson, who was the Vice-President of Programs for the Symposium and a representative of CAHPER at the time:

You could see the ice form on the walls at the thought of the idea (Davidson, 1977).

The idea was advanced because PRAC was viewed as an ineffective national recreation body (FPD, 10:6). McFarland reports,

However, sensing the restlessness of Canadian recreators at the Canadian Recreation Symposium, the Association (PRAC) took firm steps to establish itself as a truly national body serving the interests of recreation personnel across Canada...[and later] in 1969 the association established a permanent office in Toronto and obtained the services of Art C. Drysdale as full-time Executive Director....At the 1969 annual meeting...the membership approved a change in name of the Association from The Parks and Recreation Association of Canada, to: Canadian Parks/Recreation Association....the name of the magazine [of the association] was changed...to "Recreation Canada" (McFarland, 1970:72).

Perhaps this search for a professional identity among recreators (and physical educators) was an outcome of the influx of trained personnel made possible by the resources development program initiated under the Act.

2. Resources Development. The summary for the fitness and amateur sport allocations for resources development are shown in Appendix 27. Funding for human resources development fluctuated throughout the first seven years reaching a high of 59.31 percent in 1964 and a low of 25 percent in 1967 (Appendices 30 and 32). Appendices 33 and 34 show expenditures on capital resources.

a) Physical Education and Recreation Leadership

Article 3.c of the Act allows for the provision of "bursaries or fellowships to assist in the training of necessary personnel". Prior to the 1961 Act the idea of academic scholarships was advocated by the CSAC and CAHPER. Carmichael (1977) states, "Doris Plewes with a very limited amount of money provided assistance to some students in sport study areas before the Act was even passed and she saw to it that this type of assistance was included [in Bill C-131]".

Before any meetings of the NAC or the federal-provincial directors were held it was reported that:

An important aspect of the Act provides for the granting of scholarships or fellowships on the basis of merit, need and for training purposes, to enable people to undertake professional studies in physical education, recreation and various related medical disciplines. It is hoped that this new assistance will make it possible to considerably lessen the acute shortage of personnel with professional training (DNHW, 1961ar:2).

Carmichael (1977) further says:

When the \$5 million was cutback to \$1 million the NAC decided the money could best be used to develop leadership as opposed to facilities. Therefore, they concentrated on the development of people [support personnel] to assist programs. The scholarships, mainly for academic pursuits, reflected this.

Originally the NAC recommended that the scholarship program be administered and that all applications be screened by a committee of the Council (NAC, Feb. 1962:9). This procedure was unacceptable to the provincial directors and they insisted that bursaries at the undergraduate level be controlled and administered by the provinces (FPD, Feb. 1962:5).

At the second meeting of the Council, the Committee on Bursary, Scholarship and Research presented a plan, that was later approved with modifications, that provided for National Fitness Scholarships and Fellowships to be awarded by the Minister on the recommendations of the Council, and National Fitness Bursaries and Scholarships that were to be awarded by and through the provinces (NAC, April 1962:Appendix) ³⁰.

³⁰ See Appendix 24, Schedule of Conditions for Bursary Projects.

The entire program was totally funded by the federal government.

The criteria for the bursaries and scholarships were determined by the federal-provincial directors and the NAC respectively. Following are the criteria specified by the end of the program:

Post-Graduate Training

The program requires a constantly increasing number of professionally qualified physical and recreation educators. From its outset it has provided for aid to students in this field.

Three types of grants-in-aid for professional post-graduate study are provided. These are:

- post-graduate scholarships, for superior students working toward the Master's and Doctor's degrees in physical education and recreation;
- post-doctorate research fellowships for persons holding doctorates in physical education, recreation or the biological sciences, who have already made significant contributions to fitness and research and wish to pursue special investigations or studies designed to aid the program;
- special fellowships for senior persons, to carry out administrative or other studies.

Post-graduate scholarships for study toward the Master's degree provide up to \$2,000; toward a doctoral degree, up to \$2,000 a year for two years; toward post-doctoral fellowships, up to \$4,000 a year; and toward special fellowships, up to \$500 a month. In addition, travel allowances and for doctoral awards, a \$500 dependent's allowance may be payable.

Applications for assistance are reviewed by the Scholarship Committee of the National Advisory Council. The Committee is composed of senior staff members of the schools of physical education and of provincial fitness departments, and awards are made by the Minister on its recommendations.

Undergraduate Training

National Fitness and Amateur Sport Scholarships and Bursaries for undergraduate study in physical education or recreation are awarded by the Minister on the recommendation of the provincial authorities. Scholarships totalling \$500 may be awarded to superior students entering the first year of a recognized school; Canadian universities offering degree, post-graduate or diploma courses in physical education and/or recreation, are listed on page 14; bursaries of up to \$500 may be awarded to students in any year who are making satisfactory progress and who require financial assistance (dnhw, 1967b:7-8)³¹.

Tables 4-4 and 4-5 show the numbers and total amounts for the bursaries and scholarships awarded by the provinces and the NAC respectively. The process through which the awards were made was quite a heavy one for the NAC aspect of the program.

Meagher (1977) states:

You have to appreciate the dynamics of the thing. I was on the Council when Maury Van Vliet was chairman of the Scholarship Committee. Maury was really concerned that we start to get some people to take graduate studies in this country and so a lot of the emphasis because of his personality and his forcefulness was placed on post-graduate awards.³² [The process involved]...the potential awardees submitting applications that ended up on some civil servant's desk. They would be acknowledged but they would wait until Van Vliet and his Committee came back to Ottawa and they would process them with no previous screening to my knowledge. At the end of 12 hours a list would be given to Stan Spicer or whoever and the awards would be made.

³¹ See Appendix 24:6,8-9.

³² For example in 1966 over 100 of the 128 recipients of graduate scholarships and fellowships went to the United States for their training as there were very few masters programs in Canada and no doctoral programs (CASF, 1966p:14).

TABLE 4-4

UNDERGRADUATE STUDENT BURSARIES AND SCHOLARSHIPS AWARDED UNDER THE FITNESS AND AMATEUR SPORT PROGRAM: 1964-1970¹
(in dollars)

PROVINCE	#	1964 \$	#	1965 \$	#	1966 \$	#	1967 \$	#	1968 \$	#	1969 \$	#	1970 \$
Newfoundland	11-31	2 11,800	4-33	14,700	1-43	13,650	0-6	1,200	0-36	6,275	0-1	400	0-1	500
Prince Edward Island	2-21	6,400	2-19	5,700	3-23	8,500	3-20	8,100	2-16	7,300	3-37	14,000	2-31	11,700
Nova Scotia	2-48	15,650	4-48	16,700	7-77	21,550	9-66	22,425	2-118	22,350	3-88	13,750	4-103	13,550
New Brunswick	3-16	6,600	2-17	6,500	5-21	9,800	3-23	7,150	2-20	6,950	2-14	4,850	1-12	3,900
Quebec	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Ontario	1-120	25,000	1-165	27,500	3-188	44,125	2-272	58,620	11-333	77,525	9-466	81,064	--	--
Manitoba	--	--	0-15	3,895	0-29	4,500	0-40	5,000	0-40	7,000	0-47	7,000	0-54	7,000
Saskatchewan	8-9	7,500	4-18	10,400	16-20	16,600	29-13	18,800	40-18	20,500	19-23	19,200	21-30	20,100
Alberta	7-71	38,250	12-122	32,750	6-58	19,100	2-62	18,900	10-48	12,600	1-33	10,000	1-36	9,900
British Columbia	1-6	3,500	1-15	7,700	12-17	11,500	13-23	13,800	16-30	13,350	16-24	14,400	22-26	16,300
Northwest Territories	--	--	0-1	500	--	--	--	--	--	--	--	--	--	--
Yukon	--	--	--	--	--	--	--	--	--	--	0-1	500	0-1	500
TOTALS	35-316	114,700	30-453	126,345	53-476	149,375	61-525	153,995	83-659	173,850	53-734	165,264	51-294	84,450

1. Part of the provincial program under the cost-sharing agreements. See articles 5 and 6 of the FASA and Appendix 24:6, 8-9.
2. First number represents scholarships, second number bursaries.

Sources: DNHWar, 1964-1970.

TABLE 4-5
GRADUATE SCHOLARSHIPS AND FELLOWSHIPS AWARDED UNDER THE FITNESS AND AMATEUR SPORT PROGRAM: 1963-1970
(in dollars)

TYPE OF AWARD	1963		1964		1965		1966		1967		1968		1969		1970	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount
1. Master's Level																
(a) Short Term	9	6,150	22	14,860	31	22,950	43	37,200	31	24,000	42	40,400	41	28,150	--	--
(b) Full Year	14	26,000	27	54,000	30	60,000	44	91,000	40	78,000	51	100,000	43	84,000	52	96,750
2. Doctoral Level																
(a) Short Term	6	4,700	12	9,800	11	8,200	17	17,550	10	10,800	13	13,300	7	7,150	--	--
(b) Full Year	2	6,000	7	14,000	24	48,000	23	56,500	27	67,000	32	76,750	32	73,750	54	122,290
3. Travel allowances for 1 and 2(b) only																
						5,388		6,419		5,639		6,988		5,388		3,218
4. Senior Research Fellowships	4	18,605	9	37,918	2	2,575	--	--	--	--	--	--	--	--	--	--
5. Special Fellowships	3	9,993	3	5,323	3	6,080	1	3,080	2	3,236	1	1,638	7	33,550	--	--
TOTAL Allocated	39	71,448	80	135,901	101	162,292	128	211,749	110	188,675	138	240,726	130	231,988	106	222,258
TOTAL Expended		SAME		SAME		SAME		207,699		109,122		239,076		229,738		179,308
Refund								4,050		79,553		1,650		2,250		42,950

1. includes dependent's allowances

Sources: DNHWar, 1963-1970

At the end of Van Vliet's tenure his efforts had paid off.

By March 31, 1966 it was reported that:

Forty of the recipients were working towards their doctorate and 87 towards a master's degree. The number of master's students attending Canadian universities increased from 15 last year to 30 this year. No Canadian university yet offers a doctoral program in physical education.

All scholarship recipients are obligated to work at least two years in Canada, or a period equivalent to the duration of the award. Follow-up studies reveal that upon completion of their studies, scholarship holders were employed as teachers, department heads, and supervisors in Canadian school systems, universities, and recreational agencies. There is still a serious shortage of trained women despite a general increase in the number of women employed during the past year (DNHW, 1966ar:6).

On January 30, 1967 the General Faculty Council of the University of Alberta unanimously approved the first Physical Education Ph.D. degree program in Canada (Van Vliet and Howell, 1967). Dr. Van Vliet was Dean of the Faculty of Physical Education at the University at the time. Ironically the University of Toronto claims to have graduated the first Ph.D. in the physical fitness field in Canada when Dr. T.W. Anderson graduated from the Department of Physiological Hygiene (Anderson, 1968). The University of Alberta is still the only Canadian University that offers a graduate program at the doctorate level specifically related to physical education and recreation in Canada (Davidson, 1977a:20).

Lou Lefaive (1977) believes that the

scholarship scheme allowed for the development of the physical education [and recreation] profession. Without those scholarships

I doubt whether we would have the numbers of people with masters and doctorates we have today.

Jean Carmichael says that when she left the Directorate for the University of Ottawa,

...about 90 percent of the names on the staff [in the School of Physical Education and Recreation at the University] were names I had on my lists for the Scholarship Committee....

Nixon (1977) states:

...the program had an impact on the profession...universities were filled with people that were on these scholarships, graduate programs were created as a result, [and] a whole cadre of very bright young people [were]...going into the system "knowledge wise". The NAC were really responsible. Unfortunately there was no plan and therefore the program happened by chance or was a piece of somebody's plan that had no relationship to anyone else's plan.

What Nixon (1977) went on to infer and what Lahaie (1977) also said was that no one planned the next step after sufficient numbers of trained educators had graduated. By 1967 the NAC began to review the program and consider other directions for the scholarships (NAC, June, 1967:4, Appendix G).

Prior to the Task Force Report the suggestion was that the program should be terminated and the funds directed toward athletic scholarships (Fraser, 1977). Carmichael states the following:

[The program] wasn't cancelled until after I left but I would suspect, and this is guess work, that the 1968 Olympic Games were approaching and there was a great hullabaloo

about the lack of assistance to athletes. The assistance had almost exclusively been given for academic pursuits and I think a lot of people felt, "alright we have filled the bill academically, we have a good backlog now of M.A. and Ph.D. types and perhaps its time we should look at athletes and see if they can be subsidized and see if we can shift the program". The national sport governing bodies were screaming for years that their athletes were not getting enough money (Carmichael, 1977).

The Task Force's recommendation was consistent with their thinking and provided the government with the rationale to end the successful program ³³. In the FAS Annual Report, and following a review of the bursary and scholarship program,

it was decided to suspend at least temporarily new awards to post-graduate students in physical education and recreation. However, assistance was continued to those students who had already embarked on their studies with federal government assistance.

Thus, during the 1969-70 fiscal year, 106 awards were made for a total expenditure of \$222,258. This compares with 130 awards totalling \$231,988 in the previous year. Among this year's recipients, fifty-two are working on master's degrees and fifty-four on doctoral degrees.

Undergraduate scholarships and bursaries for students enrolled in a degree course in physical education or recreation were awarded under the provincial programs. The provinces made the selections and the federal government met the costs. In 1969-70, three hundred and forty-five awards were made compared to seven hundred and eighty-seven in 1968. The total expenditure was \$83,450 for this fiscal year as compared to \$165,264 for 1968-69.

The decline in numbers over the two year period is explained by the fact that the federal-provincial cost-sharing agreements were scheduled to terminate on March 31, 1970. Since funds allotted for these bursaries and scholarships are part of the federal allocation to the provinces, some provinces chose to use these funds for other purposes during this fiscal year (DNHW, 1970ar:8-9).

³³ See next Chapter.

Although bursaries and scholarships were awarded to people in recreation, the emphasis was on physical education especially at the graduate and post-graduate levels. However, by 1963, the NAC began to encourage people working in recreation who did not have degrees. Many of the special fellowships listed in Table 4-5 were offered to recreation-oriented personnel (NAC, June, 1964:2). At the undergraduate level the provinces tried to train volunteers in recreational work to fill their immediate needs. This stimulated the universities to recognize the need for trained personnel in recreation and begin degrees in this field (NAC, Nov. 1963:5).³⁴

Recreation organizations also conducted courses related to community recreation by 1964. In that year, for example, the Association Canadienne des Centres de Loisirs, the National Council of YMCA's and the YWCA received funding to conduct courses in community centre administration, refresher programs in physical education, recreation and sport administration and courses in fitness training and testing (DNHW, 1964ar:3). Sport leadership was also considered to be a very integral part of the FAS program during this period.

b) Sport Leadership

Leadership in sport in the form of clinics and other types of training courses was also an important aspect of

³⁴ See McFarland (1970:64-66) for a description of recreation courses and their historical development.

section 3 of the FASA. By 1961 there were several provinces already conducting sport related courses for volunteer coaches and other sport leaders (DNHW, 1961ar:1). One of the primary aims for the federal initiative was to bring together top level coaches and officials who in turn would train and improve the best coaches from their respective provinces. Coaches attending provincial clinics then, it was speculated, would conduct local clinics and seminars (NAC, Feb., 1962:5). The funding for these projects were to be provided to the national sport governing bodies under the terms established in a given year (see Appendix 12).

in 1964, 30.8 percent of all grants made to national agencies was spent on 41 central and cross-Canada clinics and seminars on coaching, officials and other types of sport leaders (Appendix 30). This was the height of spending for the period (Appendices 27 and 31). In 1965 this was reduced to 29 clinics (DNHW, 1964ar:3; 1965ar:2). By 1967 clinics both large and small in scope were being held. Some examples are:

The Canadian Women's Field Hockey Association received \$5,721 toward the conduct of five regional clinics...the Canadian Association of Amateur Oarsmen received \$2,476 for a Canadian [national] Coaching Clinic in March, 1967, in Toronto. Grants of \$65,332 to the Royal Canadian Legion for its clinics and \$47,289 to the Canadian Amateur Hockey Association for amateur hockey clinics were also made. (DNHW, 1967ar)

The clinics during this period that caught most peoples' attention were those granted to the Legion for track and field and for hockey through the CAHA.

The first national Canadian Track and Field Coaching Clinic organized by the Canadian Legion and financed by a FAS grant was held at the Ontario Agricultural College at Guelph (now the University of Guelph) on August 23 to September 3, 1962³⁵. Geoffrey Dyson, Chief National Coach for Britain from 1947 to 1962, was sponsored by the federal government to come to Canada as the head coach and director of the clinic -- a post he held until February, 1968 (Bratton, et.al, 1963; DNHW, 1964ar:3; Rimstead, 1966)³⁶. These clinics were praised in the House of Commons when they were initiated (Commons Debates, 1963:5023, 5035-36).

By 1966 over 750 coaches had received training at the Guelph clinics and most of the instructors were Canadian graduates of the program. Some of these coaches went on to be very prominent in Canadian Track and Field (Royal Canadian Legion, 1966:6). Lionel Pugh, for example, is still one of Canada's premier coaches having coached persons such as Debbie Brill.

³⁵ The Legion had been holding similar clinics prior to 1960. This was the first one to receive federal government financial support. Ken Farmer, at the first NAC meeting proposed the Canadian Legion and the University of Ottawa track and field clinic as a model for developing coaches across Canada (NAC, Feb., 1962:5).

³⁶ Coaching exchanges with other countries also occurred. In 1966, the federal government paid the costs for a contingent of Canadian coaches to go to the Caribbean to teach and learn (Taylor, 1966).

Dyson himself had a big influence on Canadian sport during this period. He travelled throughout Canada conducting clinics for coaches and athletes, he pushed for the hiring of full-time national and regional coaches and urged the governments to support organizations like the AAU of C by providing full-time professional help (Rimstead, 1966; Royal Canadian Legion, 1966:6).

The other sport that gained much attention was hockey. Very early after the Act was passed the NAC had very serious reservations about the very sad state of organized hockey in Canada. One of the first grant requests approved by the Council was to assist the CAHA "...in the establishment of national hockey leadership courses at five regional Canadian universities to improve the calibre of hockey coaching and management" (NAC, Nov., 1962:13). A physical educator was attached to each regional clinic to provide professional guidance (L'Heureux, 1977).

L'Heureux says that the philosophy of the NAC was to leave

...the initiative [for sport leadership] to the sports governing bodies. In those early years one of the things we [the NAC] encouraged was the strengthening of organizations and soon the Swimming Association and Skiing Association were geared and ready to go and could jump into something like this [the clinics]. But in terms of the CAHA it was suspect [of being a professional hockey run organization], because of the NHL Agreement and we questioned whether or not the Act would support them. The only

safe way to support them was to fund coaching clinic requests they put forward with the added proviso that...a physical educator be attached [to the program] some way or other to ensure the purity of the operation. This is the reason why CAHPER had so many representatives on the hockey and other [sport governing body] technical committees (L'Heureux, 1977).

Brown (1977) states, "the Council had a real effect on minor hockey because it was the lay voice backed up by the Minister's" ³⁷. Prior to the Task Force being conducted the NAC carried out detailed studies on every aspect of hockey in Canada ³⁸.

By 1966, problems with the program became more prominent. Information from national clinics was not always passed on. For example, some coaches attending regional and national clinics did not conduct local clinics. Time was a problem. Weekends were too short except for very fundamental clinics. Clinics at all levels were sometimes organized poorly, lectures were not always properly prepared and locations were not planned well. These problems were

³⁷ See NAC, 1967b.

³⁸ See Competitions in Excellence in this Chapter and NAC, 1967a,b and NAC, 1968.

raised at the 1966 CASF Annual Meeting. Some of the solutions proposed at the meeting and by the NAC were: local and regional preparatory clinics should be held prior to the more advanced national clinic, national clinics should be held every 3-4 years, the staff should be highly qualified, the material to be taught prepared in advance and criteria to ensure only qualified candidates attend should be established (CASF, 1966P:15).

Toward the end of 1967 the national clinics had lost credibility because any coach could attend regardless of ability and these inexperienced people had great difficulty in disseminating their knowledge to the local level (DNHW, 1968:1). On balance the program was successful insofar as "a much greater number of coaches, athletes, officials and leaders" provided better leadership at all levels. By the end of the period Canada had a growing body of competent officials and coaches which prepared the way for the country to bid on and host several major international competitions (DNHW, 1966-1968ar). Consequently leadership at the national, provincial and local levels improved. For example, by 1966 more coaches were organizing themselves into coaching associations for specific sports³⁹.

However, by 1965 the FAS Annual Report indicated that:

The national program has brought added responsibilities to sports governing bodies.

³⁹ For example, see Chapleau (1966).

They have in the past been able to supervise national competitions and send representatives to international events, but now that the program has turned new attention to training across the country, to the supervision of competitions at all levels, and to the distribution of information pertaining to their sport, their volunteer efforts are taxed to the limit (DNHW, 1965ar:2).

This created a need for improved planning and led to the dramatic increase in funding for administrative assistance to eligible private sector sport and recreation organizations in the same year (see Appendices 27, 30 and 32).

c) Administration support

The distinction between statutory contributions, as opposed to voted funds for administration, are shown in Appendices 31 and 27. The concept of administration support to private sports organizations can be related to the 1943 Act when the NCPF encouraged the development of the CSAC⁴⁰. After Bill C-131 was made law in 1961 private sector organizations began to request funding to meet rising administrative costs. Early decisions allowing very limited funding for some administration to national agencies were made on an ad hoc basis (NAC, April, 1962:9-10).

The Canadian Ski Association (CSA) submitted a request in the first funding year of the new program. The CSA requested money to: establish a national office, pay

40 See Chapter 3

the International Ski Federation fees, meet annual meeting costs as well as expenses for delegates to attend the International Ski Federation's meetings. The NAC advised against the request because the concept, in their view, went against many of the tenets they had determined -- such as to spend money on only something new, the self-help principle and to allocate funds only to organizations already properly organized (NAC, Nov., 1962:13; March, 1963:5; March, 1964:6)⁴¹. In addition some NAC members were leary about giving money to some sports governing bodies because their respective boards of directors and/or executives were held in low esteem within the sport community (Brown, 1977; L'Heureux, 1977). Added to these perspectives was the fact that support for administrative purposes is not specifically referred to in section 3 of the Act as are some other program areas.

However, some multi-sport and recreation organizations were looked upon more favourably and were granted some administrative support as early as 1962-63 fiscal year. In that year CAHPER received \$10,000 for general administration purposes (Blackstock, 1977; DNHW, 1963ar)⁴². In the 1964-65 fiscal year the following

⁴¹ See Appendix 12, section A for other examples

⁴² The other statutory funds expended on administration from the 1961-62 fiscal years to the end of the 1963-64 fiscal year were as follows: 1961-62-NAC(\$1,200); 1962-63-CAHPER (\$10,000), NAC (\$9,773); 1963-64-NAC(\$8,009), the provinces (\$33,829). See Appendices 27 and 31.

organizations received statutory funding for administrative purposes: BECG (\$25,000), COA (\$38,500), Boys' Clubs of Canada (\$10,000), Boy Scouts (\$15,000), CASF (\$4,000), Canadian Wildlife Federation (\$10,000), Girl Guides (\$15,000), University of Ottawa (\$65,000) and CAHPER received \$10,000 (DNHW, 1965ar:7-9)⁴³. The University of Ottawa's funding was to establish the Documentation Centre. At least one organization, CAHPER, received its funding to establish a national office and hire a full-time Executive Director in Toronto in 1964 (Blackstock, 1965:290; Blackstock, 1977).

Precedents set, pressures from the national organizations for administrative support continued to be felt by the NAC. At the sixth meeting of the NAC it was noted that the question of administrative support under the Act was raised again at the CASF Annual Meeting in 1964. The proposal made at the CASF meeting was,

...that a central secretariat...be set up to provide secretarial services to a number of sports governing bodies, say in Ottawa, Toronto or some central point (NAC, March, 1964:7)⁴³.

⁴³ There appears to be a great deal of confusion over what the CASF really wanted. So in 1965 the NAC set up a committee to investigate the concept of a National Training Centre. Up to 1965, the NAC determined that what the CASF wanted was "...a National Administrative Centre which does not necessarily include a training centre complex, and that initially this could be a rental facility" (NAC, Oct., 1965:5, also refer to Appendix D of the minutes).

This idea was connected to the concept that related local organizations should work through provincial organizations and that a central national group would coordinate all the components in all the sectors of the sport delivery system (NAC, March, 1964:7). Some believed this group would ultimately be the NAC (L'Heureux, et.al, 1968). The CSAF believed this was their mandate⁴⁴.

Because of the mounting pressures the NAC inaugurated planning consultations and seminars on an ad hoc basis with various sports organizations. Small groups of NAC members formed committees to meet with selected organizations throughout the country. These consultations proved to be so successful that they were continued by the NAC to the end of this period (see Appendices 11-5 to 11-12). A result of the planning consultations was that the NAC recognized:

The necessity for assisting voluntary bodies to build up administration structures adequate to deal with greatly increased programs assumed an urgency second only to the emphasis placed on improving training methods. Increased responsibilities thrown on the sports governing bodies [and recreation bodies] through the development of the program necessitated specific aid to assist the development of their administrative processes. Consequently one of

44 If there is one central theme that pervades the CSAC, the CSAF and the SFC (the same organization) meetings and proceedings from 1951 to the present it is the concept that the mandate of a Canadian Sports Federation should be to coordinate and administer sport at the national level, supported by -- not controlled by -- the federal government

the major innovations during the year was the development of stronger administrative framework by the national sports governing bodies (DNHW, 1965ar:).

This was also one of the developments that led to the hiring of additional consultants by the Directorate (DNHW, 1965ar:2). A year later a series of grants for administration were initiated for the NSGBS (DNHW, 1966ar:4). The rationale for these allocations is as follows:

The majority of sports governing bodies have always been operated by volunteer members and usually the national office of these associations is the home of the current president or secretary. These officers have generally provided their own secretarial services which are, at best, extremely limited. When grants enabled these organizations to expand their programs, they did not have the administrative facilities to handle the resulting expansion of work. These new funds have enabled them to meet general office expenses and to contribute to the travel costs of members attending executive and annual meetings (DNHW, 1966ar:4).

Originally, the administrative grants were provided as a temporary measure to be phased out after two or three years. The intention of the NAC and the government was to provide funding that would enable the sports and recreation organizations to expand their programs and make them self-supporting as soon as possible (DNHW, 1966ar:2-3). For example, the reason why the COA was provided with money to support their Executive Director full-time was so that he could raise additional funds (NAC, June, 1967:5).

By 1967 over thirty administrative grants were given to sport, recreation and other organizations. The amount

provided to these groups alone in 1966-67 was \$162,819 (DNHW, 1967ar:7)⁴⁵. The trend and need for more administration support continued and by 1968 the hockey, figure-skating, men's and ladies' golf, skiing and yachting associations also had full-time executive directors (DNHW, 1968ar:8; 1969ar:1).

Fraser places this perspective on the administrative grants idea:

Administrative support really began in 1964-65 where the help was for people to get to meetings. Originally 50 percent of the support was given so that they [the volunteers] could attend one annual and one executive meeting [per year]. Executive meetings were limited to three people under the assumption they would be the president, vice-president and secretary-treasurer of the organization. We did a survey and basically up to that time there was no support [given by the organizations] and the executives were three-man committees centred around Montreal, Toronto, Winnipeg or Vancouver. This was done so they could get together to carry out policy from the annual meetings....(Fraser, 1977).

Brown (1977) states that prior to allocating the administrative grants "...there was a move..." by the NAC "...to get national associations out of the clutches of a few." This was the rationale for the ad hoc committees. She went on to say:

...some associations had presidents for ten years! So we [the NAC] tried to shake them up a bit and improve their constitutions.

⁴⁵ Newfoundland received \$12,500 as a special administrative grant (refer Appendix 27, total for year was \$175,319).

Some of that was done by just meeting with the executives. We had some very dynamic meetings....This was going on up to 1972-73 (Brown, 1977)⁴⁶.

To a large degree the administrative grants were given to the national organizations to hopefully ensure the success of the program. Brown continues:

We [the NAC] knew that unless we gave the national associations administrative grants we weren't going to be successful....Now everyone knew we had to give administration grants but everyone was leary of giving them because we said, "we're back to giving money to the people sitting behind the desks and what we want in this country are more people active...." So it took quite awhile to hammer out the criteria but everyone knew it had to come because the machinery was beginning to bog down (Brown, 1977).

Meagher's (1977) insights are also very interesting. In the discussion of the national administration centre concept with him, he stated that the idea of the National Sport and Recreation Centre was around for a long time, but most everyone in sport questioned whether the federal government should be providing that type of "controlling" support to the associations. He states:

...when the Council were not getting the proper documents and letters [for grant requests or for accounting purposes] they realized that the associations did not have the administration, so the decision was made [to

⁴⁶ May Brown was on the NAC from 1964-1967 and 1971-1973.

support the associations]. When that decision was made that made the establishment of the National Sport and Recreation Centre possible, that decision was a real milestone....and had a bearing on the Task Force's recommendations (Meagher, 1977).

Connected to some of the early concepts of what to provide to the sport system was the issue of capital resources.

d) Facilities

Appendices 27 and 33 show that funding for facilities was very limited in this period. According to Willard (1977) it was fairly well determined prior to the Act being passed that limitations would be put on capital expenditures because \$5 million was not enough money to allow for such expenditures. Of course when the \$5 million allocation was reduced to \$1 million facility building was out of the question. Prior to the first NAC meeting there was a federal interdepartmental committee on facilities already in existence; and from the outset it was thought that FAS would use other federal means to build related sport and recreation facilities. This type of program-bending arrangement is a normal practice in the federal government (Barsonna, 1977; NAC, Feb., 1962:14). The major program of the government that Monteith and Willard mentioned numerous times at Council and federal-provincial meetings was the Municipal Winter Works Program administered by the Department of Labour (DNHW, 1961ar:2; NAC, Feb., 1962:14 and Nov., 1962:8; FPD, Jan., 1963, Appendix A:5).

At the fifth NAC meeting Dr. Willard reported that the Winter Works Program contributed \$4,629,763 as the federal

government's share to the municipalities. In the 1962-63 fiscal year alone this represented, "...540 parks, playground and swimming pool projects, 247 skating and curling rink projects and 112 community centres (NAC, Nov., 1963:3). Other programs during this period through which sport and recreation facilities were built were programs sponsored by the Centennial Commission and the Department of Agriculture under the Agricultural and Rural Development Act (NAC, Oct., 1967:3; Spicer, 1974).

In 1966, the Honourable Judy LaMarsh (1966:39) stated that in her view, "the main role of government undoubtedly will be to provide the necessary facilities [for recreation]." At their June, 1967 meeting the NAC began to formulate a facilities policy and recommended \$500,000 be spent to initiate a capital grants program (NAC, June, 1967:3 and Appendix C of the minutes). At the next meeting of the Council Dr. Willard informed the NAC of the Minister's decision, stating that:

With regard to capital grants and Council's suggestion that \$500,000 per year be spent in this area, the Minister had felt that with the restraints being placed upon him by Treasury Board, it would be necessary to forego any action in this area at the present time. He had also pointed out the problems which might well arise between the federal and provincial governments because Council would be placed in a position where it had to choose between applications from various parts of the country and could therefore, be subjected to considerable pressure from various groups (NAC, Oct., 1967:3).

This position by the Minister killed any hope for any type of capital program under the Act during this period. In the FAS 1968 Annual Report it was stated that:

The question of adequate facilities for sport continued to be debated. At the local level it remains a two-fold problem involving both the requirements for new facilities and the most effective use of those now in existence (DNHW, 1968:1).

However, throughout this period one item stands out with regard to facilities that has been an issue of debate ever since the Act's inception, that of a National Sports Training Centre. As there is every indication that this concept will be implemented in the future it is worth noting here.

Like a great deal of other concepts, the idea of a National Sports Training Centre is not new. Fundamentally, the idea comes from other countries, some of which have had training centres for at least three decades (NAC, Nov., 1963:10; Osborne, 1966). The reality of the idea being implemented in Canada however, may have been fueled by the federal government when it was reported that because of endless requests for capital grants it was decided to limit funds of this type to, "...the construction of national or provincial training centres which serve a broader segment of the population"(CASF, 1967; DNHW, 1961ar:2).

From 1961 to the present the issue of what a training centre is or should comprise has been one creating considerable debate. The NAC rejected out of hand any thought of setting up new facilities because of the limited

amount of money. The only plausible idea they thought of was to develop regional training centres in existing facilities such as armouries, that were not being used effectively or in facilities at national parks (NAC, Feb., 1962:13).

At the federal-provincial meeting, two weeks later, the provincial representatives were negative to any suggestions related to a national centre. Most of the representatives agreed to the concept of regional centres but few could agree on what a regional centre would be. Some present saw regional centres being developed throughout regions in their province. Others considered a regional centre as one that would serve a region of the country, such as the Atlantic Region. This latter interpretation became the accepted one ⁴⁷.

In March of 1963 the first of a series of NAC, National Training Centre Committees was established (refer to Appendices 11-4, 11-6 and 11-10). However, the first Committee did not really function and instead the Directorate undertook a preliminary survey on the subject. At the fifth NAC meeting Major Glew reported the following findings to the Council:

He stated that there were many reasons for supporting the idea of a National Training Centre. Firstly, to provide leadership courses in physical education, recreation and related activities. Secondly, to provide for the training of coaches and officials. Thirdly, to

⁴⁷ Later "region" for federal-provincial purposes was defined and written into the 60/40 agreements. Refer to Appendix 24, section 1.g.

provide facilities for the training and administration of national and international sports teams. Fourthly, to provide facilities for research and survey. Fifthly, to provide facilities for national meetings, conferences and conventions and finally to provide space for the use of national sports governing bodies. Major Glew said that there are precedents for the establishment of a National Training Centre [in]...Sweden...Scotland and ...France.....(NAC, Nov., 1963:10).

Glew ended his report by advising that extensive study would have to occur if the Council wanted to pursue the idea. Many of the NAC members perceived a conflict over the concept with the universities (NAC, Nov., 1963:10; Osborne, 1966). This conflict proved later to be very real. This issue was discussed at the next two NAC meetings. At the seventh meeting the decision was made that before the idea could be advanced, "a thorough investigation of the problems surrounding facilities should be undertaken with special reference to the establishment of a National Training Centre" (NAC, June, 1964:4).

In 1965-66 and in 1966-67 the first and only direct funding for facilities was allowed for converting existing facilities in Newfoundland and Manitoba into training and leadership centres (refer Appendix 33). In 1965 and 1966 the CASF began to really become involved in advancing the idea of a national centre.

In 1966 the CASF circulated their proposal for the National Sports Centre of Canada. The CASF proposal stated:

The resolutions passed in support of the concept of a Centre at our annual meetings in

1965 and 1966 won the approbation of almost all those concerned with amateur sport in Canada. We are no longer asking for support for an idea. We are asking for action to make this idea a reality (CASF, 1967).

The proposal contained four major functions for the centre: a training centre for athletes, coaches and officials, a training area for teams prior to international events, an administrative centre and a sport science testing and research centre (CASF, 1967). The proposal also outlined the basic components for the facility.

In 1965, as Minister of Health and Welfare, Miss LaMarsh encouraged the development of such a Centre. This created an expectation in "...a number of municipalities to the possibility of obtaining the Centre" (MacDonald, 1966:1). This coupled with the pressure from the CASF caused the Directorate to formulate a confidential "Memorandum on National Sports Training Centre" for the then Minister, the Honourable Allan MacEachen (MacDonald, 1966).

The Memorandum states that:

...by and large the number of persons giving the matter any real thought has been very small and no real study has ever been given to the functions that such a centre might carry out or as to whether these functions, as carried out in a number of centrally governed European countries, have any relevancy to a federal state and especially one with the Canadian geographic and social structure (MacDonald, 1966:1).

The Memorandum after outlining fairly extensively the pros and cons of the concept recommended that a detailed study be

undertaken by "...a small group of, perhaps three or four, able and completely impartial people representing amateur sport and the fitness professions" (MacDonald, 1966:11). By February, 1967 Ken Farmer, who was no longer sitting on the NAC was appointed to head the special NAC Committee; "...established to investigate the possible role a national sports training centre or centres, a system of regional centres or, possibly, some combination of these, could play in assisting the program" (DNHW, 1967ar:4).

Apparently this Committee did not have much success either because about eighteen months later it was noted that:

Several of the members [of the NAC] expressed their desire to see Council involve itself more with facilities (training centres) and acting as a pressure group which would spur the government into action along these lines (NAC, June, 1968:5).

Willard (1977) indicates that by early in 1968 the plans were farther advanced than some realized at the time. He states:

Now we had a proposal for a combined sports centre and administrative centre up in the Gatineau on property on Meach Lake and we wanted to have boating, gymnasias, swimming pools as well as an administrative centre. We thought it was close enough to the Capital that we could combine this national training centre with an administrative centre in downtown Ottawa or Vanier. So our concept was a little different. The National Sports Centre for Training combined with library and some research facilities and so forth would be located there [in the Gatineau]. I had looked at the material that Doris [Plewes] had on some

of the developments in other countries and I had visited the Sports Centre in Helsinki and it seemed to me that this was the kind of thing that we needed. But on the other hand every time that this matter was discussed either with the provincial representatives at the Federal-Provincial Conferences or in the Fitness and Amateur Sport Council (NAC) there were those who said that regional centres were more important for a country like Canada. I could see the merit of that argument. They argued that if we put the money in a regional centre in the Atlantic provinces it would bring fitness and sport along quicker than if we had one in Ottawa for the elite....If you had only so much money maybe this course would be a sounder one. [Then] the Task Force came out with the proposition of an administrative centre and it found ready support within our own group and the Minister was ready to go and I was ready to go and the staff were very happy so we put it [the current National Sport and Recreation Centre] forth on that basis (Willard, 1977).

What is indicated in the above discussion is that training as a program area was very important within the total program.

3. Training. The breakdown of costs for the training of participants and athletes were not as discernable as were other program areas in the federal government Annual Reports, Estimates and Public Accounts. Appendix 27 reflects this problem. However, it is fair to say that the emphasis in this early period was certainly not on the training of the individual athlete or sport participant per se. Rather programs were geared to creating

mechanisms that would encourage participation in general. For example, funding was provided for research to create the CAHPER FITNESS TEST that led to the development of the Centennial Athletic Awards Program. The Centennial Awards were geared to motivating children to become physically fit. These expenditures have been included under the Research Program Area in Appendix 27. Likewise, athlete travel assistance to international competitions have been included under the Competitions-Excellence Program Area. Also without the original documentation, it was difficult to distinguish between clinics for athletes and those under sport leadership, except in 1965.

a) Participants

Section 3 of the Act provides for the funding or issuance of certificates, citations or awards. At the first federal-provincial meeting all present strongly urged that a true "Canadian Scheme" to encourage people to participate in fitness and sport be developed. The provincial representatives did not want to adopt the Duke of Edinburgh Award for Canada, although it had been encouraged in many provinces from the early to mid-1950's. They also discouraged the adoption of a scheme from another organization that had already been introduced⁴⁸.

⁴⁸ This is not to say these types of agencies' programs were discouraged. Indeed, throughout the period agencies with these types of incentive programs were assisted. Agencies like the YMCA, YWCA, Boys' Clubs, Boy Scouts and others received substantial grants to help with leadership training projects designed to improve and update their programs. See Appendices 16 and 18.

They wanted something innovative (FPD, 1962:3).

A discussion about a national youth fitness and awards scheme began at the second NAC meeting. The youth scheme was perceived and referred to as a Canadian Adventure Program modeled after the Outward Bound movement. The awards idea was to be oriented toward sports and would recognize general achievement and success in competition. The Duke of Edinburgh Award was considered as to suitability for Canada in the discussion. A proposal was also considered for a Canadian Amateur Sport Award (NAC, 1962:6, 13, Appendix).

The latter idea was begun by the NCPF and in the late 1940's Barbara Ann Scott received such an award. However, the idea has never really gotten off the ground even though it was hoped that a Canadian Sports Medal would be cast and awarded in 1967-68 (DNHW, 1967ar:5). The idea that did flourish was the one related to the creation of a unique Canadian scheme to promote fitness and sport.

Prior to 1961, Doris Plewes, William Orban and others established the Canadian Physical Efficiency Tests. Other countries and agencies also had established published tests⁴⁹. As well, "over the years, various individuals throughout Canada have suggested tests to measure various abilities, leading to the establishment of local norms and tests" (Howell, 1965:251). In 1961, CAHPER formed a

⁴⁹ See Chapter 3 and Orban, 1965:241-246.

Research Committee comprising many of the individuals interested in such tests (Howell, 1965:250-251).

At the first four NAC meetings fitness tests were discussed or mentioned in relation to a national youth fitness scheme. Since many of the NAC members were closely related to CAHPER, the Council's ideas and plans related to fitness were easily communicated to that Association. And in 1963 the Board of Directors of CAHPER requested that,

...its Research Committee...design and undertake a project which would establish national norms of physical performance for Canadian children and youth. Their directive stated that this was "a matter of considerable urgency in the national plan regarding fitness and amateur sport" (CAHPER, 1966e:6).

A research grant was proposed and submitted by Drs. Hayden and Yuhasz of the University of Western Ontario, who became the Principal Investigators for the project (CAHPER, 1966e:4,6). CAHPER was the official applicant of the project and the funds were provided to the University of Western Ontario on behalf of the Association (Howell, 1964)⁵⁰.

Meetings of the Research Committee of CAHPER were held in February and May of 1964 to finalize the test items and the methodology. Between September, 1964 and the spring

⁵⁰ Refer to Table 4-6, Program Planning and Management Section of this Chapter.

of 1965 approximately 11,000 boys and girls between the ages of 7 to 17 years were randomly selected and tested in the schools (CAHPER, 1966e:6-7). On September 8, 1966 the CAHPER Fitness - Performance Test Manual was launched at a press conference between the Minister, Allan MacEachen and the President of CAHPER, Jack Passmore (CAHPER, 1966f).

One of the spinoffs of the CAHPER Fitness Test was the Centennial Athletics Awards Program. Near the completion of the testing for the CAHPER Test, the Centennial Commission of the federal government became interested in this project⁵¹.

One of the Programs of the Commission was related to sports. The FASD and CAHPER recommended the Commission use the CAPHER Test as the basis for "...an award system as an important tool to raise the fitness level of Canadian school children" (FPD, 1965:11). The Commission agreed with this recommendation and established an Advisory Committee.

The Advisory Committee was composed of CAHPER, the Canadian Amateur Swimming Association, the Canadian Amateur Speedskating Association, and the Boy Scouts and Girl Guides of Canada (CAHPER, 1966c; FPD, 1965:11). The objectives for the program were very similar to the ideas discussed

⁵¹ The Directorate and the NAC liaised closely with the Centennial Commission and encouraged the Commission to develop a program of sports in close cooperation with all national sport and recreation organizations for 1967. Another example of a similar project sponsored by the FASD was the AAU of C, Track and Field Committee's national standards program (DNHW, 1965ar:3 and 1966ar:5).

previously at the NAC and federal-provincial directors' meetings for a unique Canadian scheme. The objectives were to 1) provide a fitness program for every youth in Canada, 2) to recognize outstanding performance, 3) to stimulate, encourage and motivate youth to strive for excellence and reach higher levels of fitness, and 4) to offer an opportunity for Canadian youth to participate in Canada's Centennial (CAHPER, 1966c).

The Award Program was composed of three compulsory tests (1 minute speed sit-ups, standing broad jump and 300 yard run) chosen from the CAHPER Test and three optional events in swimming and speed skating for time and distance and a cross-country run for distance. To gain a bronze, silver or gold badge a person between the ages of 6 and 18 had to reach the 75th, 85th or 95th percentile from the CAHPER Test Manual and a similar standard for the other test. A participation shield was given to those not reaching one of the three levels (CAHPER, 1966c).

The program was highly successful. The CAHPER Test provided a means to measure the fitness of children and motivate them to improve their level of fitness. The Award promoted recognition for doing well (NAC, June, 1967:2,7). In October 1967 because of the success of the program the NAC approved the principle of an ongoing incentive program for physical fitness. Work began with the provinces on its development and a committee was struck to work with the

Directorate to devise the program (NAC, Oct., 1967:5). In June of 1968 there was some concern over whether the new program should be administered and controlled by the Directorate or a private sector agency. Mr. McColl moved and Mr. Morin seconded, "that an outside agency be engaged to handle the National Awards Program" (NAC, June, 1968:4). To ensure the scheme would be completed the Council proposed that a special committee of the Council meet with the Directorate, the provinces, CAHPER and the Duke of Edinburgh Awards program people immediately (NAC, June, 1968:4). This action was requested by the Cabinet (DNHW, 1969ar:4). What resulted after a series of meetings was the creation of a Standing Committee of the NAC composed of representatives of the Council, the Directorate, the provinces and CAHPER. CAHPER's Research Committee was appointed as the Technical Advisory Committee for the program (DNHW, 1969ar:4; MacNab, 1968) ⁵².

What transpired during the next year was that CAHPER was asked to release its copyright for the CAHPER Fitness Test and allow the Test to become the CANADA FITNESS AWARD (CAHPER, 1969 and 1970b; DNHW, 1969e). After discussions with the Directorate in July of 1969, CAHPER considered the matter further and on January 15, 1970 the Association

⁵² The National Incentive Awards Committee of the NAC (see Appendix 11-12) together with the CAHPER Research Committee has been referred to as the National Fitness Awards Committee.

released the copyright to the federal government. Dr. Mike Yuhasz, President of the CAHPER at the time wrote to the Director of the FASD. He said:

Dear Mr. Lefaive:

In response to your request of July 10, 1969 the Canadian Association for Health, Physical Education and Recreation grants permission to the Fitness and Amateur Sport Directorate of the Department of National Health and Welfare to reproduce the six test items and the percentile tables for boys and girls 7 to 17 years of age as they were published in the "CAHPER Fitness-Performance Test Manual" (copyright 1966).

CAHPER recognizes that the widest possible use of an incentive awards scheme is necessary to promote and to effect improvement in the physical fitness of Canadian youth. We are most pleased to actively cooperate in every way to ensure the success of the Canada Fitness Awards programme (CAHPER, 1970a).

During this same period the Duke of Edinburgh Program, CAHPER and the provinces were considered to be the agents through which the program could be delivered (CAHPER, 1969:2; NAC, June, 1968:5). It was anticipated that the provinces would deliver the program. However, this did not happen and the decision was made that the Directorate would handle the program alone. It appears that this decision was made by the Directorate, therefore Mr. Lefaive, because there does not appear to be any record of a recommendation in the Council minutes. CAHPER after this decision had been made tried, but failed, to become the delivery agent (CAHPER, 1969).

In October of 1970 the Canada Fitness Award scheme was launched by Mr. Munro. The program became an immediate success,

involving over 500,000 school-age children in its first year of operation (DNHW, 1972i).

Vance Toner (1977) says:

I think the Canada Fitness Award created more physical activity than all the physical education programs in the school put together.....I think CAHPER has played a good role there.....

The Awards scheme was viewed as a mass participation program for all Canadian youth. In this period though, there were some programs begun to encourage the better athletes to improve their performances.

b) Athletes

Clinics, individual training programs, the application of sport science and direct financial assistance to athletes was limited during this period. Most of the funding to athletes was for travel to provincial, regional, national and international competitions. Assistance to athletes within each province varied and was limited, at best, to provincial and national level competitions (FPD, 1965:17). The funding for national and international level was channelled through the sports governing bodies after approval of same by the NAC. the criteria for this assistance is specified in Appendix 12.

L'Heureux (1977) states that "any provisions made were to be for the real elite athletes." He further states

the Act was,

...clearly a reaction to the defeat of Canadian hockey teams and defeats in traditional sports like figure skating and skiing and reading Hansard allows one to conclude that the politician did not want Canada to be embarrassed abroad and ashamed. Therefore, you look at coaching, facilities and travel support so athletes can get good competition (L'Heureux, 1977).

With the emphasis on travel assistance to athletes, the rationale appears to have been that Canadian athletes can improve by being exposed to better international competition in the first instance; and that the training for those doing well internationally could follow.

Brown (1977) states that assistance to athletes for travel in Canada was important to ensure "equality across the country." For example:

In Ontario you may have had many places to compete whereas in B.C. you may not....We also wanted a national focus. I didn't hear anyone say we were promoting national unity but we all felt we were. We encouraged travel so everyone could understand everyone else's problems and I think we accomplished this (Brown, 1977).

Fraser concluded that athletes in this period, although much better off than their predecessors, still had quite a lot of out-of-pocket expenses. The subsidy was 50 percent of travel, and living expenses for international events and only 50 percent of travel for national championships (see Appendix 12). Fraser states:

The theory was that the national sport governing body would pick up 50 percent [with FAS funds] and the individual or club would have to pick up the other 50 percent, plus living for national competition....

Training clinics for athletes started to become a concern around 1965-66. At the tenth NAC meeting Mr. Jack Sullivan stated that the Council should promote the athlete not the Council or its programs (NAC, June, 1965:7). Geoff Dyson, the Director of the Legion Clinics stated that Canada had to create the "shop window effect". He said,

...the Council should be concerned with the production of champions particularly in sports which had not previously been in much of a position to help themselves (NAC, June, 1965:8).

During 1965, 15 clinics were held for the training of athletes. In 1966 it was reported:

...at the Royal Canadian Legion's national clinic, Director Geoff Dyson broke additional ground this spring by staging an intensive 6-day clinic for young athletes (Royal Canadian Legion, 1966:6).

Roger Dion, prior to the 1967 Winnipeg Pan Am Games indicated a concern about Canada's athletes' abilities and past performances. However, he placed the responsibility on the coaches and NSGBS to bring the athletes "up to par" for the competition. This shows that assistance from the federal government to the athlete was indirect (CASF, 1966p:14). Carmichael (1977) states that some wanted to subsidize the athlete directly. The NAC toward the end of this era did consider athletic scholarships (NAC, Feb., 1967-June, 1968). Carmichael (1977) says:

...many things were possible...but the stumbling blocks [for direct subsidization] was the age old problem -- what is an amateur and what is a professional?

The other problem the Council was concerned about was that of staying within the various amateur codes and national and international associations and organizations, especially the IOC, Olympic Code (Bedecki, 1977). This concern resulted in the NAC not taking any action in this regard until late June of 1966 when it was decided that, "...a review of constitutions of sport organizations as related to amateurism be conducted by the Department of National Health and Welfare" (Bedecki, 1969:1). A verbal report was presented at the Council's sixteenth meeting in October of 1967. At the meeting the Council then recommended that the Directorate carry out a study on the topic. The Report, "An Examination of the Amateur Code in Canada", was concluded in 1969 (Bedecki, 1969 and 1977). The basic conclusion of the Report was that the NAC should accept the lead role in re-defining what amateur status meant in Canada. The Report states:

The matter will require concerted action and a fair degree of unanimity, not only among sport governing bodies but with all other agencies associated with sport. The international and national sports associations exert a strong influence upon conception of "amateur" in this country. The means of effecting a change in influence of these organizations is through the impact of an informed public and the general acceptance of a new approach to this perennial problem (Bedecki, 1969:29-30).

Primarily because of this obstacle the athlete was encouraged indirectly through an increased emphasis on

competition after the Act was passed. To subsidize the athlete directly would have to wait until the public became informed of this and other sport problems through the Task Force on Sports.

4. Competitions. Mr. Monteith, at the first NAC meeting stated that one of the highest priorities should be improving the performance of Canadians at national and international competitions (NAC, Feb., 1962:2). Soon it was recognized that to accomplish this aim there had to be developmental competitions at the local, regional and national levels to prepare athletes for national and world championships and multiple games events such as the Olympics.

a) Developmental competitions

To prepare a progressive program for athletes to follow it was recognized that there was a need for a coordinated system of competition from the local to the national level. In 1966 it was reported that:

This vacuum of competition at the local and regional levels is a matter on which discussions are being held, with those concerned, both in the sports governing bodies and in the provincial government offices of fitness and amateur sport (DNHW, 1966ar:2).

This problem was not solved during this era. However, the development of the concept of the Canada Games occurred by

1967 and the spinoffs from these Games would fill the vacuum in the 1970's⁵³.

The Canada Games concept was originated in 1924 at a meeting of the AAU of C (see Chapter 2 and Davies, 1969). From 1924 to 1961 the CSAC influenced the development of the concept. In February, 1962 M.F Rogers, President of the CSAC met with the NAC to discuss the proposal. The proposal called for a Canadian National Sports Festival to be held every four years in the off-year when there was no BECG, Olympic Games or Pan American Games. The Festival was to be originally planned for 1965 (Fraser, 1966:2). The Council and the Minister were very enthusiastic about this Festival and encouraged the CSAC to develop the concept further (Montieth, 1962:9; NAC, Feb., 1962:14).

The idea was presented to the provincial ministers and deputy ministers at the first Federal-Provincial Conference. Mr. J.L. Page of Quebec responded favourably to the idea and suggested the name "Canadian Games 1965" (FPD, 1962:4). The provincial officials suggested they should be broad in scope involving recreational activities as well as competitive ones and they should be developed regionally not nationally (FPD, 1962:3 and 1965:3,17). The NAC concurred with this view and suggested they occur in three different

⁵³ Refer to the excellent book JEUX CANADA GAMES - THE FIRST DECADE for a thorough history of the Games (DNHW, 1978d).

regions in the summer, winter and fall in the year they were to be held (NAC, April, 1962:18).

In 1962-63 the CASF (formerly the CSAC) was given \$10,000 to explore the concept and another \$10,000 to complete the study in 1963-64 (NAC, March, 1963:10). The concept of a "festival approach" gained support following the successful 1962 CNE Fitness Festival. The study therefore called for a Canadian Sports Festival to be held in 1966 at Quebec City (Commons Debates, 1963j). Lahaie (1977) said that this was a favourable idea because some people in the government saw this as a way to get Quebec involved in the FAS program. The people who were instrumental in having Quebec City selected as the site of what became known as the First Canadian Winter Games were two NAC members Georges Labrecque and André Marceau. Labrecque was named President of "La Corporation de Premiers Jeux d'Hiver Canadiens" formed in 1964, Marceau became Vice-President (DNHW, 1965ar:2; DNHW, 1978d:3). The Corporation was established

...to organize and stage the first Canadian Winter Games Festival in Quebec City and Town of Beaupré [to be held] early in 1967. Agreements with the Corporation for financing the Games were revealed during the year, with the federal government providing the necessary funds, to a maximum of \$700,000, for the organizing and staging of the Canadian Games and Quebec providing the capital developments required. The Municipality of Beaupré continued with the development of Mount St. Anne complex, the site of most of the ski events (DNHW, 1965ar:2)

In what was termed the "Protocol d'Accord" the Province of Quebec agreed to spend an equal amount on capital development and each province was responsible for fielding their own team (West, 1973a, Ch. 5:22). The federal government did not contribute any funding toward the capital costs (see Appendix 33).

Before the First Canadian Winter Games were held the CASF, in May, 1966 called for bids on the "First Canadian Summer Games" indicating substantial federal support would be available. To say the least this caused a great deal of concern by the Minister who was completely surprised by the CASF announcement (NAC, Oct., 1967; Rideout, 1968:19). This caused the NAC to pass the following motion:

That the Government through this Council, will assess the first Canadian Winter Games after their completion and decide at that time whether to recommend to the Minister support for future games (NAC, Oct., 1966:3).

At the fifteenth meeting of Council, the Facilities Committee, recommended to the Minister:

....That he consider that the Government of Canada should sponsor Canadian Games, both Winter and Summer, every two years on an alternating basis: 1969 - Summer Games, 1971 - Winter Games, 1973 - Summer Games (NAC, June, 1967:Appendix D).

To plan for the future Games, the NAC recommended a Tri-Partite Planning Committee involving only the federal, provincial and local levels of government (NAC, June, 1967:Appendix D). However, because of the attachments and historical link the CASF (CSAC) had to the Games it was decided to include the Federation on what became known as

the Canada Games Council. This Council was established as the permanent policy agency for the Games prior to the holding of the First Canada Summer Games in 1969, in Halifax and Dartmouth (DNHW, 1969ar:1)54. Today the Canada Games Council is comprised of a non-voting chairman appointed by and from the NAC, the FASB (FASD before 1973), the SFC (CASF to 1971) and each of the Provincial Fitness and Amateur Sport Officers (Canada Games Council, c.1979:9).

In 1967, during the First Canadian Winter Games the idea of another developmental games emphasizing participation as well as competition in sports took root. In March 1970 the first Arctic Winter Games were held involving athletes from Alaska, Yukon and the Northwest Territories. These Games combine the Eskimo and other cultural games of the north with the traditional winter sports (DNHW, 1970ar:4).

b) Excellence

As discussed in Chapter III the Fitness and Amateur Sport Act was the federal government's response to the fitness and international performance lobbies identified and described by Paraschak (1978). The preceding discussions in this Chapter show that the Ministers of the day, federal and provincial government officials and the NAC emphasized or advocated a broad, physical recreation, philosophy with respect to fitness and amateur sport. This

54 In 1969, the official name was changed to the Canada Games (DNHW, 1978d:4). For a list and cost of these and subsequent Games in total and for facilities see Appendices 22 and 33 respectively.

conclusion is verified by the fact that the largest share of the statutory allocations between 1962 and 1969 were spent on leadership, administration, research, developmental competition and other program areas that evolved or were developed to broaden the base of support services required to promote and encourage more Canadians to become active in fitness and amateur sport (see Appendix 30-B). However, from April 1, 1961 to March 31, 1969 a significant portion of the funding was expended on competitions at the national and international level.

The 1962 Annual Report states:

An important section [of the Act] concerns aid granted to promote and develop participation in national and international sports competitions. Because of their ease of implementation, the provisions of the Act concerning competitive sports could be dealt with more rapidly than other aspects of the program (DNHW, 1962ar:2).

These expenditures were a result of the pressures from the international performance lobby and because of the numerous requests from the NSGB's for funding of this type prior to the legislation being put before Parliament. For example, grants to the British Empire and Commonwealth Games Association for \$30,000 to send Canada's national team to the 1962 Commonwealth Games in Perth, Australia and to the COA for \$10,000 to assist in the selection of a Canadian site for the 1968 Winter Olympics were granted before the first NAC meeting (Commons Debates, 1961e; Monteith, 1962:4). This funding was also an extension of the

precedents established to fund national teams competing abroad and other international sporting efforts (see Appendix 4).

The ability of the federal government to provide these direct grants before the NAC met resulted in an expenditure of \$138,085 or 59.82 percent of the \$224,285 available to the program for the 1961-62 fiscal year on national championships and world level competitions (see Appendices 27, 30-A and 36). This emphasis continued throughout the first eight fiscal years of the program. From April 1, 1961 to March 31, 1969 28.25 percent of all statutory allocations were expended on competitive excellence, exceeding by far the amount spent in any other single program area (see Appendix 30-B)⁵⁵.

The utmost importance during this period was placed on improving the level of performance at national championships. Prior to 1962 the national championships favoured the athletes within the region they were held because few from outside the host region or province could afford the travel funds to compete. The federal government, therefore, gave national programs and championship competitions priority over international competitions. In some cases sports organizations would not be granted funding

⁵⁵ Appendices 14 and 15 list the contributions to the private sector NSGB's and multi-sport organizations from 1962 to 1969. From 1962 to 1969 a major portion of these funds was for travel assistance to athletes, coaches and officials to national and international competitions.

for international events until their national programs were considered to be strong enough (DNHW, 1966ar:4). It was believed that improved competition at the national level would lead to better performances by Canadians abroad. May Brown (1977) states that being able to meet others from across Canada more frequently at the NAC meetings, NSGB and recreation organizations meetings and at national competitions created an increased exchange of ideas not possible before the Act. "This", she said,

moved us [Canadians] away from our parochial approach to sport and created a trend toward excellence, that we can be as good as anyone else resulting in a trend toward gold medals (Brown, 1977).

Appendix 27 shows that in 1963 and 1964 the funding increased in dollar terms to \$215,971 and \$712,321, respectively. The increase in 1964 represented 46.29 percent of the appropriations. These funds were primarily used to assist the COA and NSGB's prepare for the 1964 Olympics. In that year \$260,831 was spent on 58 national competitions and Olympic Trials (DNHW, 1964ar:3). The remainder, estimated to be \$505,490, was expended on travel to 15 international competitions including the 1963 Pan American Games and the Tokyo Olympic Games. In contrast the COA received a total of \$60,000 in 1960, prior to the Act's conceptualization, to offset expenses related to the 1959 Pan American Games, the Rome Summer Olympics and the Squaw Valley Winter Olympic Games (see Appendix 4).

In 1965 the amount for competitions at these levels was reduced to \$285,769 or 13.61 percent as there were no major international competitions. The amounts for competitive excellence increased in the following years leading to the 1967 Pan American Games at Winnipeg and the 1968 Olympics. In 1966, \$683,184 (25.29 percent) was spent on national and international travel. Preparations for the '67 Winnipeg Games boosted this amount to \$2,528,376 or 51.59 percent of the total program costs. Of this amount approximately \$528,376 went toward operational costs for the Pan Am's and national team travel and preparations. An estimated \$2 million was spent on facilities and represented the federal government's contribution toward the building of an Olympic pool, a velodrome, a track and field complex and other facilities at the Games site (DNHW, 1966ar:5; 1967ar:3; 1968ar:2)⁵⁶.

Funding for team travel and preparations for the 1968 Summer and Winter Olympic Games increased over the 1967 amount allocated for these purposes. In 1968 approximately \$902,505 was allotted. This was 23.18 percent of the total program costs as compared to 17.97 for similar expenses in 1967. The amount for high level competitions was slightly reduced from 1968 to \$787,836 or 18.30 percent of the total appropriations. This probably would have been higher except for the fact that inflationary pressures lowered the program

⁵⁶ Also refer to Appendices 27, 30-B and 33.

ceiling for the 1968-69 year from \$5 million to \$4 million (NAC, Oct., 1967:2; Appendices 27, 30-A).

Bedecki (1971:15-42) shows that by March of 1969 Canada was involved in the Olympic Games, the Pan American Games, World Championships in specific sports, Pan Pacific Games, British Empire and Commonwealth Games, Arctic Games, World Student (FISU) Games, World Games for the Deaf, Games for Paraplegics, Maccabiah Games, Inter-Country Competitions in North America and Inter-City international games such as the CAN/USA Games between Hamilton and Flint, Michigan from 1958⁵⁷.

The development of sport leaders and the assistance to NSGB's to enable them to be better organized nationally and represented internationally improved Canada's chances of hosting major international competitions. Even before the Act was passed the COA was encouraged by the federal government to bid on the 1968 Winter Games. The government provided the COA with \$10,000 in 1961 to pay for the services of an engineering company engaged to study the applications for the '68 Games (Public Accounts, 1961). Banff, near Calgary, on the recommendation of the company, was selected as the site most likely to win the favour of the IOC. As a result the Calgary Olympic Development Association (CODA) received \$116,000 through the FAS program on a matching basis with the Province of Alberta and the

⁵⁷ The Arctic Winter Games and games like the CAN/USA Games are considered as developmental competitions in this study.

City of Calgary in its bid to host the Winter Olympics (a total of \$116,000 x 3 = \$348,000). In addition CODA received extensive assistance through the Federal Interdepartmental Committee, chaired by Deputy Minister Dr. Joe Willard, set up to assist their effort⁵⁸. In January, 1964 Calgary lost their bid to Grenoble, France by three votes (DNHW, 1964ar:3)⁵⁹. What these activities led to was, 1) the evolvement of a federal government hosting policy, and 2) an awareness by international sports federations and multi-sport bodies such as the IOC and Pan American Committee that Canada was ready, willing and capable of hosting major international events.

In 1963 the NAC recommended that the government support Winnipeg's bid to hold the 1967 Fifth Pan American Games. The government encouraged Winnipeg to obtain funding through the Department of Labour's Municipal Winter Works

⁵⁸ See the section in this Chapter on Miscellaneous Federal Government involvement.

⁵⁹ Encouraged by the closeness of the vote and because of the large investment already made, the CODA was reconstituted as the Calgary Olympic '72 Committee in 1965 to apply for the 1972 Winter Olympics. The federal government granted \$38,500 to the Committee in 1965 for preparation of the formal application to the IOC. The Interdepartmental Committee continued to coordinate the various federal government departments' involvement in the Calgary bid. Unfortunately the presentation of the bid to the IOC in April, 1966 was again unsuccessful losing out to Sapporo, Japan (DNHW, 1965ar:3; 1966ar:5).

Program and agreed to meet one third of the costs should the City be successful in obtaining the Games (NAC, March, 1963:11). When Winnipeg won the bid, the Games became a major event in Canada's Centennial Year. And in 1965 a more substantial policy was agreed to and included in the 1965 Annual Report which states:

Cooperation continued to be extended to the Pan American Games 1967 Society [of Winnipeg] in its planning for staging of the Pan American Games in Winnipeg in 1967. Arrangements were worked out between the Society and federal, provincial and municipal governments covering the responsibility of each for the successful staging of the Games and providing for cost sharing. Under the agreement, Canada pays 5/11ths of the estimated net expense to a maximum of \$1,250,000, the province pays 4/11ths to a maximum of \$1,000,000, and the City of Winnipeg 2/11ths to a maximum of \$460,000. If the net expenses should exceed \$2,710,000, all of the three levels of government will increase their contribution by equal amounts not exceeding \$250,000 each. Any expenditures over \$3,460,000 will be shared equally by the Province and the City. Any net surplus resulting will be distributed to the three levels of government according to their contributions (DNHW, 1965ar:2).

The following year each level of government did increase their contributions by \$250,000 each. As well, the federal government also agreed to contribute a further \$750,000 on a matching basis with the Province of Manitoba for the installation of an Olympic-size swimming pool. From 1966 to 1969 the federal government through the FAS program contributed \$2,250,000 to the Games. A further \$107,158 was provided by the Department of National Defence in services and resources (see Appendix 22). The major portion of the funding was for the building of the swimming pool, a

velodrome, a track and field complex and many other facilities (DNHW, 1966ar:5; 1967ar:3).

Twenty seven hundred athletes from 28 nations competed in Winnipeg. Canada finished in second place behind the Americans. The 438 Canadian athletes entered in the Games won 12 gold, 37 silver and 43 bronze medals (DNHW, 1968ar:2, West, 1973a, Ch.5:24)⁶⁰. The COA received a grant of \$56,953 toward the costs of sending the Canadian team to the Pan American Games at Winnipeg (DNHW, 1967ar:7).

Besides the Pan Am's the Canadian Government contributed over a quarter of a million dollars in support of world championships held in Canada during the Centennial Year. World championships were held for the first time in badminton at Toronto, fencing at Montreal, lacrosse at Toronto and surrounding cities, lawn bowling at Montreal, water skiing in Sherbrooke and yachting at Montreal and Toronto. Also a Tri-Country track and field meet for aspiring young athletes from Great Britain, France and Canada was held in Ottawa under the sanction of the AAU of C. The Commonwealth Junior Tennis Championships were also hosted by Canada (DNHW, 1967ar:3).

During this period Canadian athletes appeared to do very well at the Pan American and British Empire and Commonwealth Games but faltered at the Olympics and in world

⁶⁰ In 1963 at the IV Pan American Games in Sao Paulo, Brazil Canada's 134 member national team won 63 medals.

championships ⁶¹. At the Tokyo Summer Olympics Canada won gold in the coxless pairs rowing, silver and bronze medals in track and field and a silver medal in judo. Four years later in Mexico, Canada's Equestrian Grand Prix Jumping Team won a gold and the swimming team accounted for three silver and a bronze. Canada finished an unofficial twenty third (COA, 1976, nos. 3,4; DNHW, 1969ar:3). Canada did even poorer at the Winter Olympics.

At Innsbruck, Austria in 1964 Canada won a gold in the four-man bobsleigh and two bronze in ladies and pairs figure skating. Four years later at Grenoble, Canada won three medals. Nancy Greene won a gold and silver in the two slalom alpine skiing events. Canada's National Hockey Team won the bronze in 1968 that had eluded them in 1964 at Innsbruck (COA, 1976, nos. 3.4; Young, 1976:133).

Canada did not fare very well in world championship competitions either during this period. The only real notable achievement in world competitions was Nancy Greene's back to back World Cup of Skiing Championships in 1967 and 1968. The biggest disappointment of the era was Canada's loss of prestige in hockey.

At Geneva in 1961 Canada won its last World Hockey Championship beating the Russians 5-1. For the remainder of the 1960's Canada would not beat the Russians again (Young,

⁶¹ At Perth, Australia in 1962 Canada won 31 medals at the BECG. In 1966, 108 competitors won 57 medals at the BECG in Jamaica (DNHW, 1967ar:1).

1976:244-246). These setbacks year after year coupled with Canada's poor showing at the Olympics diminished Canada's international prestige in sport. The following quote reflects the feelings of the federal government:

There was concern on the part of some that every effort should be made to raise the level of Canadian achievements in international competitions. As a result a good deal of disappointment was expressed particularly over Canada's lack of success in hockey (DNHW, 1968ar:1).

Sawula (1973:57) says:

The losses in track and field, swimming and other areas could be tolerated as long as Canada remained supreme in hockey.

The influence of hockey on Canadian sport has indeed been significant. Developments related to hockey during the first seven years of the Act's existence led to the creation of the Task Force on Sports by Prime Minister Trudeau in 1968. From February 4, 1963 to the end of 1968 the NAC appointed "...a continuing Committee on Hockey to advise it generally on grant submissions from the CAHA, and specifically on the matter of professional influence upon the amateur sport" (NAC, 1967a:1; see Appendices 11-4 to 11-12).

Each successive Hockey Committee dealt with general problems related to the sport. At the March, 1964 NAC meeting the CAHA requested support for the national team concept proposed by Father Bauer in the summer of 1962 and implemented for the 1964 Olympics (Young, 1976:127). On May 9, 1964 the Hockey Committee chaired by Howie Meeker met with the CAHA officers to discuss a "...proposal to establish

a permanent national team with government support, building up the fine start Father David Bauer had made with his 1964 Olympic team" (NAC, 1967a:1)⁶². This development led to support for the national team and another recommendation to the Council "...to support the CAHA in its endeavours to bring amateur hockey under its control" (NAC, 1967a:1). The next Hockey Committee with Ken Farmer as Chairman focused their attention on amateur-professional relations. At its April, 1966 meeting the NAC decided to undertake a major study on Amateur Hockey in Canada. This study was announced by the Minister, Alan MacEachen on June 3, 1966 (NAC, 1967a:2). This study was followed closely by a second major study on Minor-Age Hockey in Canada (NAC, 1967b; NAC, Oct., 1968:Appendix). These studies contained recommendations that altered the organization and structure of hockey in Canada to a small degree, recommendations which would be seized by the Task Force on Sports in 1968 (Meagher, 1977).

During this activity by the NAC, the CAHA was also trying to exert more of an influence on the developments (NAC, 1967a:1). One of the ideas that grew out of the CAHA and NAC deliberations was the idea of a Canadian Hockey Foundation (L'Heureux, 1977). The purpose of the Foundation

62 The success of the 1964 National Team is questionable. The team was the first Canadian hockey team to finish out of the medals in Olympic competition. However, "Bauer's Team" did gain respect for sportsmanlike behaviour among the hockey countries. Young (1976:127-145) provides a good account of the National Teams under Bauer's leadership.

was to establish a permanent National Team supported by individuals, Canadian corporations and the federal government through a dollar-for-dollar matching grant scheme. Through this plan the CAHA hoped to regain control of amateur hockey from the NHL (L'Heureux, 1966). Although the Hockey Foundation never really got off the ground the concept was considered a sound one and would be realized through the creation of Hockey Canada in 1970.

Blackstock (1977c) maintains:

The failure of the hockey team to beat the Russians in international hockey was the major thing that led to the Task Force.

Giroux (1977), Lefaive (1977), Osborne (1976), Semotiuk (1977), Spicer (1977) and West (1977) emphasized the importance of Nancy Greene's successes, the unrest expressed by successful Canadian athletes such as Harry Jerome⁶³ over the lack of organization, medical support and direct financial assistance to athletes, the success of the Pan American Games at Winnipeg and the poor showings by Canada's Olympic Team -- especially in 1968 at Mexico -- as other major factors leading to Trudeau's pre-election promise to create a Task Force to investigate and do more for amateur sport in Canada (DNHW, 1969b:89)⁶⁴. The Task Force would

⁶³ Harry Jerome was a prominent Canadian athlete in track and field during the 1960's. Jerome won a bronze medal at the 1964 Olympic Games in Tokyo and held the 100 metres record for a few years.

⁶⁴ Almost everyone who was interviewed when asked about the factors leading to the Task Force mentioned those listed above.

have a significant impact on the future planning and management of sport at the federal government level. Following is an account of this fifth major program area from 1962 to 1969.

5. Program Planning and Management. From the beginning of the FASA program planning, evaluation and research were important. The initial grants given to the provinces were for planning studies and organization development surveys (DNHW, 1963ar:Appendix A). In the beginning the intention was that the NAC would review the completed studies and attempt to coordinate provincial efforts with those of the national associations. This approach was not acceptable to the provinces and the two aspects of the FAS program began to develop independently of each other.

a) Planning and Evaluation

By the third meeting of the NAC the Directorate had struck various types of application forms for grants to assist the national associations and the provinces. These were also required by the Treasury Board for auditing purposes (NAC, Nov., 1962:5). As the program developed firm deadlines were imposed for the submission and accounting of the grants (DNHW, 1965a). In 1965 the Treasury Board told

the Department of National Health and Welfare to adhere to the criteria determined by the NAC closely and requested that these be incorporated into the FASA Regulations (NAC, Feb., 1965:4; see Appendix 12). This request was made because many national organizations failed to submit and account for funds on time. By October of 1965 the problem of accounting properly for funds was acute and the NAC decided to not consider any "requests for assistance from associations unless a satisfactory accounting of the previous grants made has been rendered and project reports have been submitted as required" (DNHW, 1965a). As well many submissions were not exact, lacking much detail, causing many delays in the process when changes or amendments were required (DNHW, 1965a; NAC, Feb., 1965).

On the other hand terms and conditions were sent to the national associations late without sufficient detail or the required application forms (Fraser, 1977). As well some policies if strictly followed would have required as many as 29 separate audits in a year (AAU of C, 1965).

The reason the criteria were not widely circulated to the national organizations after 1966 was because they came to be regarded as a "shopping list". Spicer (1977) recalls:

When I first arrived someone would say we need coaching clinics then everyone would submit for coaching clinics whether they needed them or not.

Lahaie (1977), the senior administrative officer said the same thing. Fraser, a consultant with Spicer at the same time, states:

...in 1966 we sent out criteria under which grants would be provided. We found the only programs we were getting to see were programs that fitted into those four or five categories, and those were the only programs the sport governing bodies were prepared to offer. So we re-wrote the criteria and called them guidelines and wouldn't send them out. We told them to give us the programs and we'll tell you whether or not we're in a position to support them. But they became so government-oriented into those areas that they couldn't or wouldn't think of other areas of possible support. The process killed innovative thinking....Then the sports governing bodies say we're controlling the program! The federal government is only controlling the program it supports. It's not saying you cannot run anything else!

In 1964, in an attempt to get around some of these problems the NAC instituted consultations between Committees of Council, the executives of some sports governing bodies and members of the Directorate (see Appendix 11-5). These Ad Hoc Committee gatherings were reported to

...have proved very beneficial to both the Department and the sports governing bodies and were particularly successful both in delineating problems and in working out their long term courses of action (DNHW, 1964ar:2).

These initial consultations led directly to the implementation of administrative grants, increased funding to national associations so more members of executives and boards of directors could travel to meetings and the addition of the consultants to the Directorate staff to provide more service to the national associations and

provincial sport and fitness directorates (DNHW, 1965ar:2; see Figure 4-9).

In 1966-67, on an experimental basis, the skiing, swimming and track and field national bodies were asked to submit three year plans. The idea was that these plans would be reviewed and accepted and funding to these associations would be granted for the three year period providing greater flexibility and more efficiency in the granting process. This practice began with the CIAU in 1966 (DNHW, 1967ar:5, 1968ar:5; NAC, June, 1967:6, Appendix F; October, 1967:14-15; March, 1968:5; Rideout, 1968:18-19; West, 1973a, Ch.6:2). This "developmental planning" was implemented in the hope that the national organizations would start to self-evaluate their programs, encourage them to seek other sources of funding and coordinate their efforts (DNHW, 1967ar:5). This approach also led to the concept of block grants. Once the Treasury Board approved the plans for a number of sport organizations a block of money would be allocated and the Directorate then could "dole out this money as projects came along" (Spicer, 1977).

This experiment was viewed as the beginning of a national plan. At the May, 1967 Federal-Provincial Committee meeting John MacDonald the Director General of the Special Programs Branch informed the provincial directors of the plan (FPD, 1967:13-16). The idea behind the concept was to improve the coordination and planning between the federal

and provincial aspects of the program and to begin to develop a sport system. The Ad Hoc Committees of the Council were to be broadened to include representatives from the provinces, the sports organizations, the university schools of physical education -- "to make sure that the professional approach is not forgotten in the deliberations" -- and other special interest groups and voluntary organizations that provided services, such as the Legion. The plan that was to result then would be widely circulated to encourage further input and to enhance coordination (FPD, 1967:14). This was the only real effort to develop a planning process. The plan was put into effect in the 1967-68 fiscal year on an experimental basis. After one year the plan was to be reviewed and evaluated after which time a more comprehensive approach would be implemented (DNHW, 1969ar:1). However, before the year of evaluation and review could take effect the Task Force on Sports was appointed to study the whole sport scene.

Another planning and education approach was developed by the NAC between 1962 and 1969. This approach, referred to many times already, involved the NAC striking a special committee to investigate a specific concern or problem (see Appendices 11-1 to 11-12). The most publicized of these special studies were the series of hockey reports begun in 1963 and the boxing study at the sixth NAC meeting (NAC, March, 1964:6, Appendix A. Also see NAC, Feb., 1965

to June, 1968 minutes and DNHW, 1967-69ar). The hockey studies have been mentioned in relation to hockey competitions at the international level. In 1968-69 the NAC advised that contributions to boxing be suspended until improvements were made in leadership, supervision of training and competitions, safeguards against injuries and in the rules. In November, 1968 following a study by former NAC member Dr. Bill Orban, in which he indicated conditions had improved, funding to boxing was re-established for the training of coaches and officials. The Council continued to monitor boxing for one year (DNHW, 1969ar:4). Aside from surveys and studies by the various committees of the Advisory Council the NAC instituted a research program that was conceived during the Act's formulation and provided for under Section 3.d of Bill C-131 (refer Appendix 3-1).

b) Research

The research program initiated by the Advisory Council began as a result of the demand articulators leading to the development of the Act. The Duke of Edinburgh mentioned a need for further research in fitness in his 1959 address to the Canadian Medical Association and the CSAC and CAHPER underlined the importance of research and the poor fitness state of the nation in their Briefs to the government (see Chapter 3). A Research Committee of the NAC existed from 1962 until 1969 when the moratorium was placed on research funding.

The Research Review Committee always had a medical doctor as its Chairman (see Appendices 11-1 to 11-13). In 1963 its membership was opened up to persons involved in research at universities. The Chairman of the CAHPER Research Committee was also named to the NAC Research Committee (NAC, Dec., 1964:11, see Appendix 11-4). The Committee reviewed all research requests and made recommendations to the NAC for funding, most of which were implemented.

By 1964 the research program was divided into two aspects. Support was given to individual researchers at recognized Canadian universities and institutions and to the three research units created by the NAC (Carmichael, 1977; Frase, 1977). On April 1, 1964 three research units were set up at the Universities of Alberta, Montreal and Toronto. Each of these universities were to receive \$50,000 a year "...for the purpose of establishing and supporting a research unit for the conduct of fitness problems affecting the Canadian population" (DNHW, 1964b; NAC, June, 1964:2). Table 4-6 lists the amount of contributions made to universities and individuals from 1962 to 1970.

The research program never developed into the type of program visualized by the demand articulators prior to the passage of the Act. From the outset the program was influenced by the Health Branch of the Department which established a close liaison with the NAC and the Research

TABLE 4-6

RESEARCH CONTRIBUTIONS TO UNIVERSITIES OR INSTITUTIONS UNDER
THE FITNESS AND AMATEUR SPORT PROGRAM: 1962-1970
(in dollars)

University or Institution	1963	1964	1965	1966	1967	1968	1969	1970
University of Alberta ¹	15,261	10,811	51,636	82,257	91,279	117,549	57,585	27,000
Territorial Exper. Ski Training Program, N.W.T.			2,500			23,891	25,000	25,000
University of Montreal ¹	9,556	2,283	41,192	25,000	50,000	50,000	20,031	
University of Ottawa	8,531	3,637	4,182				26,682	14,928
University of Saskatchewan (10 year study)		24,978	31,846	23,185	23,635	36,190	41,797	46,385
University of Western Ontario (CAHPR Fitness Test)		1,409	15,821	32,457	19,993	26,901	16,000	27,500
McGill University								
Montreal General Hospital			14,756	17,761	8,620	12,494	25,442	13,069
Montreal Institute of Cardiology			19,200	7,582	2,500			
International Biological Program				3,647	15,000	18,260		
University of British Columbia						50,000		
University of New Brunswick			6,875	5,639	26,722	10,707	3,015	22,666
University of Manitoba			9,250	11,227	13,232	23,249	6,123	6,181
University of Guelph							18,000	12,993
University of Toronto ¹			62,000	75,079	73,682	94,077	5,000	5,012
Royal Victoria Hospital					21,325		73,786	17,197
University of Laval						9,744	6,360	
University of Northwest Territories						23,891		
Queen's University						10,927	5,177	9,074
Simon Fraser University						6,933	11,000	15,000
Sir George Williams University						2,866		
York University						5,831		
TOTALS	33,348	43,188	256,838	283,834	45,988	449,619	315,998	217,005
Refunds	13,134	12,187	-	25,000				

Notes

Universities that received \$50,000 each to establish fitness research units from 1965 to 1970
These figures include Research Associateships

Sources: Public Accounts (1963-1970).

Review Committee. This liaison and the predominance of medical people on the early Research Review Committees oriented the program towards pure medical research (NAC, Nov., 1963:5, Appendix A:2). Jean Carmichael who was responsible for the administration of the research program until 1967-68 states:

Unfortunately as you know physical education research has hung on the coattails of medical research. Physiological research, and sports medicine was always more acceptable. There were many discussions on what constituted acceptable research. The medical people submitted requests that should have been funded by the Medical Research Council but because they [the research proposals] were in areas not acceptable to the MRC the medical people, especially in the early days, submitted them to the Research Review Committee (Carmichael, 1977).

As the program developed there was an increase in physical education and fitness related research and a decrease in submission by medical people according to Carmichael (1977).

Bailey (1977) states that a major problem was that the NAC

did not have enough confidence in the [physical education] professionals so they went to people like Merriman and Ebbs that followed clinical-medical standards and the type of research they got reflected this. As a result the FASD became unhappy with the type of research that was being done. The Committee was structured in a way to discourage applied research. For instance a proposal to study little league participation in sport would have been thrown out whereby if someone would come in with a biochemistry study there was a good chance it would be approved.

The fact of the matter was that except in a few cases the personnel in the university schools of physical education were not ready to embark on research programs. This was one of the reasons the FAS emphasized scholarships for post-graduate work (see the section on Physical Education and Recreation Leadership above and Howell, 1965:250). Even some of the physical educators on the Council recognized the general lack of readiness by some universities and recommended standards be established prior to further funding to some of these schools (NAC, Feb., 1965:3). This problem was underlined when the Research Units failed to produce good results.

Carmichael in a report to the Federal-Provincial Committee stated the research from the units was also of a physiological nature (FPD, 1965:17). The basic problems in Carmichael's (1977) view were that the units took a long time to organize and determine where they were going. They had difficulty in finding qualified personnel and deciding on their objectives and what types of equipment to purchase. All of these problems were discussed at the NAC meetings from 1964 to 1969 (NAC, June, 1964:4 to Oct., 1967). She further states:

A long time before the five year agreement was due there was a recommendation not to renew the program. You cannot centralize the research in that way. The attempt to spread research into the three regions was not a good one as other people in other institutions were

upset, it was not a happy experience. I don't know if anything worthwhile came out of them. Sure they did some things that were interesting but I do not recall anything spectacular or startling coming out of them (Carmichael, 1977).

The provincial directors recommended a thorough study be conducted about research and that the entire program be broadened to include applied and practical research (FPD, 1965:17-18).

In 1967 the NAC recommended that the contracts for the research units not be renewed after their expiry on March 31, 1969 (NAC, Oct., 1967:7, 35-41). The major outcomes of the research and post-graduate scholarship programs were the development of facilities and personnel at the universities that would lead to future research and the advancement of the professional field of physical education.

The major research successes mentioned by a number of the interviewees for this period was the Fitness Seminar held at Saskatoon in 1963 in conjunction with CAHPER, the Saskatchewan 10 year Growth Study begun in 1963 aimed at establishing fitness standards for children, the development of the CAHPER Fitness Tests for children and the Work Capacity studies for adults and the Territorial Experimental Ski Program (TEST) begun in 1966-67 related to the psychosociological aspect of Indian and Eskimo participation in strenuous physical activities such as cross-country skiing⁶⁴.

⁶⁴ This conclusion is supported by the DNHW Annual Reports from 1962 to 1970; Howell, 1965 and the NAC minutes of this period.

In 1969 following the Report of the Task Force on Sports, a moratorium was put on funding for research and a major evaluation of the research program was carried out by Dr. Paul DesRuisseaux and Dr. Roger Jackson (Bedecki, 1977; DNHW, 1969f and 1969c; Fraser, 1977).

Positional Outputs

The passage of Bill C-131 had a profound effect on the Canadian sport delivery system. The implementation of the Act resulted in the creation of the NAC, the FASD and the Federal-Provincial Directors of Sport and Recreation Committee. These three structural outputs of the Act filled the public sector void and quickly assumed the central positions within the Canadian sport delivery framework. The activities of the NAC, FASD and Federal-Provincial Committee had a profound influence on the other existing components within the Canadian sport delivery system.

1. The public sector. The NAC was the pre-eminent organization created by the Act. In the addresses accompanying the first and second readings of Bill C-131 the Minister emphasized similarities and differences between this new legislation and the former 1943 Fitness Act. Emphasis was made about the advisory nature of the new Council as opposed to the executive role of the former provincially oriented National

Council on Physical Fitness. This made the Minister of National Health and Welfare responsible for the scrutiny and control of the expenditures under the Act. However, during this period, the NAC quickly assumed the role and appearance of an executive body insofar as practically all of their recommendations were approved by the Minister.

FASD officials to the end of 1968 looked to the Council for guidance. Very few initiatives were taken by the FASD without the support of the NAC (Carmichael, 1977; Dion, 1977). Willard (1977) maintains that the decision not to leave the program to the bureaucracy was a good one. The Advisory Council was, Willard says,

...fully part of that early development. I think it was extremely important not to develop simply as a group of bureaucrats but to have a group right across the country who had input and could feel they were part of the whole process (Willard, 1977).

The Council determined the criteria and guidelines for their aspect of the program and throughout most of this period monitored their application by the Directorate. Even after the guidelines were fairly well set the committees of the NAC continued to have a predominant say in the allocative decision-making process. Willard (1977) recognized the chairmen of the NAC committees as "...extremely important people to the program and the program could not have been carried out otherwise". Meagher (1977) states:

Every grant, every meeting, every administrative grant, every coaching clinic, every organizational grant at the international,

national or regional level -- but nothing on the provincial scene, all that Ottawa was 100 percent responsible for was really settled at the [NAC] committee sessions and then brought before the plenary session of the Council.

Everyone interviewed who served on the NAC prior to 1969 mentioned the fact that the workload was enormous, but fun and that they felt they were part of something worthwhile most of the time (Brown, 1977; Buckley, 1977; Lawson, 1977; L'Heureux, 1977; Meagher, 1977; Osborne, 1977; Toner, 1977). Toner (1977) said, "When I was on the National Advisory Council you worked! But a lot of good came out of it". Although only volunteers a majority of the members were chairmen of at least one committee and served on at least five other committees during their tenure (see Appendix 11; L'Heureux, 1977; Meagher, 1977). Brown indicates that the early years were indeed fun and educational. She says that,

Initially the whole Council processed the grants. Then we formed committees. As chairmen of the committees we went down [to Ottawa] early and looked at the grants. The staff felt we worked awfully hard but we enjoyed it. We would meet [as committees] for two to two and a half days straight from 9 a.m. to 10 p.m. then we would bring recommendations to Council [plenary session]. Some recommendations would be approved, others would be debated....From a volunteer point of view from 1964 to 1968 it was a tremendously challenging experience because you had to really get in and work on the grants, at meetings and with groups. If you could stay on an extra day you would go, for example, with some other members and staff to Montreal to meet with the National Ski Association. They usually wanted a westerner to sit down with their Executive as we felt they were not really national. They weren't doing what they told us they were going to do with the money and we would have some great sessions (Brown, 1977).

Others on the Council felt the same way. Meagher (1977) believes, "the exciting part of the third and fourth Councils was that we were not an advisory council at all, we were an executive council". He says further:

We would dream up the program and advise the Minister that such and such would need funding and then somebody on the Council - - one of the dirty 30 - - would be assigned chairmanship of the thing . . . Then the Directorate used to bring in all documentation by the truckload and we would go over every bloody grant . . and then we would sit around Ottawa weekend after weekend dividing up one or two hundred thousand dollars . . . In 1964, I was in Ottawa for seventeen weekends. We were always there (Meagher, 1977).

The meetings the Council had with sport and recreation organizations and the studies they carried out on various groups had an influence on the development of the national bodies. For example, early in the program, section 2(1) of the Criteria for Grants listed in Appendix 12, that states, ". . . grants shall be made only to organizations national in scope . . . " was interpreted by the NAC as meaning an organization must be operational in at least one, then four and later six provinces (Brown, 1977). What occurred was that:

Some associations that were not truly national - all of a sudden said they were national so they could qualify. Some only represented two provinces for instance and so they expanded, or implied they were operating, in four (Brown, 1977).

Organizations were either turned down by the Council or had their grants delayed until an ad hoc

committee of the Advisory Council could investigate the organization and/or consult with their executive (see Appendix 11). These actions by the Council affected the development of most national sport and recreation bodies during this period.

The FASD was, in reality, subservient to the Advisory Council. Not unlike the Physical Fitness Division created under the 1943 Act, the FASD acted as a secretariat to the NAC. The Chairman of the NAC was really considered as the head of the program over the Director of Fitness and Amateur Sport (Dion, 1977; L'Heureux, 1977). Dion, 1977 maintains that the relationship between the Director and Chairman of the Council was a good one and in actuality the program was based on the personalities of the Chairmen. He says:

Willard could relate to guys like Ken Farmer who had the respect of the government. The program was not built by government but by people in the field feeding information to people like Joe Willard. Then Willard would translate that to the officials in political terms. It was a flexible program to meet changing needs, a very personal approach (Dion, 1977).

Dr. Joe Willard, according to Dion (1977), insisted that the FASD maintain a low visibility and provide support to the NAC and the provinces. Although the NAC had no executive power in law, the Directorate staff, up to the end of 1968, would not act on important or sensitive matters unless it received advice from the Council (Bedecki, 1977b; Carmichael, 1977; Dion, 1977; L'Heureux, 1977). L'Heureux

(1977) states the Directorate should have been providing more leadership and because it chose to assume a reactive role to the Council, the Council had to provide leadership. This situation led to the position by the NAC that it become "the" Council envisioned earlier by the CAHPER, the CSAC, Fisher and others⁶⁵ with executive grant allocation authority and a permanent full-time Chairman (L'Heureux, et al., 1968). The position taken by L'Heureux, McColl and Swangard (1968) led to a conflict between the Council and the Directorate after Lou Lefaive was appointed Director. This conflict led to a much lesser role for the NAC after 1968. In turn the FASD, especially after the resignation of L'Heureux as Chairman of the Council and the appointment of John Munro as Minister in 1968, became the more prominent body. The background development leading to this conflict indicates who within the NAC, FASD and the Department had real authority. Following is a brief account of the personality dynamics between 1961 and 1969.

. . . Meagher (1977) says that the Council would

instruct Wright, Dion or whoever was the Acting Director at the time that this (a given recommendation) was our best advice and I think we assumed that when we gave the advice it was to be interpreted as a decision . . .

However, the FASD and the Department had some influence because of the two quiet hands behind the scenes. One was John MacDonald, the other was Doris Plewes (L'Heureux, 1977).

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Dr. Howard Nixon recalls the situation Gord Wright informed him of:

Poor Gord had Doris pulling one way . . . she was ambitious but did everything within her value system, she never talked to the nation (Nixon, 1977).

Blackstock (1977c), Davidson (1977b), Dion (1977), Meagher (1977) and L'Heureux (1977) share the same view as Nixon. Passmore (1979) in an informal conversation with the author recalls a story where he, Blackie Blackstock and Wright went to see Willard about the possibility of having Plewes fired or moved into another program. Willard made no comment but lifted up his desk blotter to show the three that he had circled the date of Plewes' mandatory retirement from the Civil Service on a calendar. Pulling Wright, and later Dion, the other way, was the Director General, John MacDonald.

Nixon (1977) says that within the large Department of National Health and Welfare the career bureaucrats seek power in order to move up within the system. "Then all of a sudden", Nixon goes on,

here's a new program, with the opposite role of all other programs, it was positive . . . The bureaucrats were having a hell of a time (understanding the program). The Director General didn't want Gord Wright to sign a goddamn thing. Everything Gord tried to do the Director General would block. Gord wanted to get the provinces more involved and he knew what he had to do but he got the rug pulled out from under him. No, MacDonald would say, that's Privy Council's role . . . , a lot of that type of thing went on . . . , in Roger Dion's time to . . . John MacDonald was afraid of Wright because he knew that if Gord had ever gotten the power, he would have made the program go . . . and Doris was trying to screw MacDonald and Gord was in between (Nixon, 1977).

L'Heureux affirms that the person having the most influence on how the program developed from 1963 to 1968 was John MacDonald. He states unequivocally that:

All of our recommendations were screened first by MacDonald. He was a block. He was largely responsible for the mental health or lack thereof of the first two directors, Gord Wright and Roger Dion. Gord was under the pressure of being unable to do anything at all that would be effective. Roger, took the program a different way, but the net result was the same. John MacDonald controlled everything. The more evidence I got the more I realized what was happening and after Roger (stepped down) I had to be careful not to put Jean Carmichael or Tom Bedeckie on the spot (L'Heureux, 1977).

Another member of Council, who wished not to be identified, when asked if the recommendations of the NAC were blocked in any way by the Directorate gave this response:

Yes! I can't prove this, so what your getting is heresay evidence but if you get enough of this, the heresay evidence will begin to have some credibility. We were absolutely convinced that when we made our recommendations to the Directorate, that John MacDonald . . . only allowed to go to Joe Willard what he thought would keep the Ministers safe or he could live with. I would be prepared in a court of law to stand up and to testify that John MacDonald called me aside in a hotel in downtown Montreal and violently criticized me for voting in favour of support for Canadian Amateur Junior Football Championships as an absolutely stupid and irresponsible vote on my part . . . First of all he had no business doing that and secondly, I said "that was too goddamn bad because the motion had passed and it's now on its way to Joe Willard and I'm sure Joe would look upon it favourably." MacDonald smiled and never in that year did junior football get any money and I am sure that's because he never allowed the recommendation to go to Joe Willard . . . There was a lot of that (1943).

Brown put MacDonald's role and that of the staff in a different light. Her impression was that,

. . . when the Council recommended something it went to the Minister. Now people like John

MacDonald were very influential. And if a recommendation was a contentious issue either at the Grants Committee or at the (plenary session of) Council, the staff weren't reluctant to speak out. For example, John MacDonald would say, "I'll give you the background and politics of this," and he would tell us that this relates to the Minister's riding (a given recommendation) or this group is such and such a thing, he would fill us in. But we contended that if we were opposed to something, we should say it and if he wanted to approve it that was his business but he should forward our true recommendation. The staff would point out though if there was trouble ahead. Usually problems came when new groups would surface. A new grant (submission) would say all of a sudden they (a new group) were national, or all different kinds of organizations would say they were a sport or recreation body, there was a lot of that. The staff would warn us that once we gave a grant to one of these groups you may be putting the Minister in a difficult position and us to (the Directorate and NAC) because they would be back . . . I thought the staff were pretty good (Brown, 1977).

Most of the people interviewed who were involved on the NAC or in national organizations agreed that the "staff were pretty good", and consultations between the NAC and Directorate with the national sports governing bodies and other national organizations improved after the major consultant appointments in 1965 and 1966. Lawson (1977) says that by 1967 and 1968 you really found out what was going on at the coffee breaks during the NAC meetings by talking to the Directorate staff. By then the consultants were communicating more closely with the NSGB's, recreational and other national agencies and organizations. L'Heureux (1977) said that the NAC recognized the importance of the consultants during his tenure. He also saw that if the consultants were more directly involved that this may terminate the conflict between the NAC and MacDonald, that was causing the delays in

getting the money to the various organizations, agencies and institutions. L'Heureux (1977) believed that, as the consultants were more directly involved in reviewing the grants and making recommendations for the Council to consider on a day-to-day basis, the allocative process became a much quicker and smoother operation. L'Heureux (1977) states the problem that the NAC was faced with, which ultimately led to greater involvement by the consultants was one of time. He says:

The principle committee on the NAC was the Grants Review Committee. As the program developed we soon realized that the task of making the recommendations for the (increasing number of) grants was too onerous.

Vance Toner agrees in saying that:

. . . the NAC ran the show and that was good in the initial stages . . . The consultants were never really consultants, the National Advisory Council really made the decisions. We were in fact an executive and administrative council and I don't think that is a healthy situation . . . The consultant was the go between and he was under a terrible burden being in between the National Advisory Council and sport governing bodies . . . When Bill L'Heureux became Chairman (of the NAC) we decided to get Council members to be coordinators with the consultants for certain sport governing bodies (Toner, 1977).

This process contributed to a better awareness of the role the consultants should play (Lawson, 1977; L'Heureux, 1977; Pelech, 1977; Toner, 1977). L'Heureux states:

We realized we were not using the consultants in the proper manner. (The Council believed) they should be making recommendations to us but they would refuse. . . We realized, after awhile, they were under pressure from John MacDonald not to do that . . . Then came the "revolution" (L'Heureux, 1977).

The revolution L'Heureux referred to was in reference to the attempt by the NAC to become the official executive body for the FAS program. The NAC's position was stated in the L'Heureux, McColl and Swangard paper in August of 1968. Lefaive's view of the conflict is:

When I arrived on the scene the National Advisory Council was the most influential body in existence in sport. The Fitness and Amateur Sport Directorate viewed itself and indeed was almost exclusively a secretariat for the Council. The Directorate was a reactionary group. It was not a decision-maker. It had very few leadership concerns. . . . The attitude was not one of leadership, it was one of reaction - - give us a proposal and we'll tell you whether we will give you money or not. It was not a situation where the Directorate said give us a proposal that does this, this and this and then we'll give you the money for it. That was an insane position for the government to take, I would have resigned had the Directorate continued to act as a secretariat to the Council. It was meaningless, you didn't need it. What did happen, of course, was that you had a few guys in the Directorate like Lahaie and Tom Bedeckie who would run their recommendations that would be contrary to the Council's recommendations up the bureaucratic stream. The end result was that the Minister would be getting recommendations coming from Council one way and from the Directorate through John MacDonald and Joe Willard another way. The two sets of recommendations would often be in conflict. So the Minister was in a position of refereeing and deciding on two pieces of advice rather than exerting any leadership and that did not make any sense It was at that point that John Munro came on the scene and it was then we started to pull the executive teeth of the NAC (Lefaive, 1977).

At the same time Munro also announced the formation of the Task Force on Sport. This development coupled with Munro's and Lefaive's attitude led to the dramatic loss of influence of the NAC and to a more visible role by the Minister.

The Directorate after the Report of the Task Force would gain a more prominent role under the leadership of Lefaive.

The FASA made the provincial and territorial governments primary actors in the sport delivery system through the cost-sharing agreements. Without question the Act encouraged the provinces to renew their interests in sport and recreation.

From the beginning the provinces emphasized recreation and fitness rather than competitive sport (NAC, April, 1962: 15). Throughout this period the Federal-Provincial Directors of Sport and Recreation Committee consistently argued that fitness or physical recreation was but one aspect of the conglomerate term "recreation" (FPD, 1965:8). Various members of the NAC held the same view. And once Dion assumed the Director's position he tried to broaden the scope of the program even further.⁶⁶ Because, of these similar philosophical positions by the three major delivery enhancing agents of the FASA there was more cooperation between the federal and provincial governments in matters related to fitness and amateur sport than at any other time before or since 1968.

⁶⁶ The Federal-Provincial Directors' Committee minutes, the NAC minutes and the CASF proceedings which captured many of Dion's addresses show this emphasis. Dion (1977) and Westland (1977b) also confirmed this is the direction in which Dion wanted to take the program.

Although the amount of dollars spent on recreation under the FASA is much less than that spent on sport; Lefaive (1977) argues that the amount is significant considering the fact that recreation is only implied in the Act and appears only in the regulations. The fact that the provinces were able to effect municipal recreation development in the 1960s through the FASA at all was because of the influence of the provincial directors.

The creation of what really was a Provincial Directors' Committee was a third major positional output of the Act. Even after the termination of the cost-sharing agreement in 1969, this Committee continued to function. Today, it is reconstituted as the Interprovincial Council of Sport and Recreation. Although it maintains a low profile the Council when it deems necessary can exert considerable influence.

Except for Ontario and Quebec, the priorities of the provincial and territorial governments during this period reflected the objects and powers listed in section 3 of the FASA. Carmicheal (1977) states:

The Provincial Directors' Council was primarily brought together because of the cost-sharing agreement. Most of the provinces had counterpart activities. For example, there was the undergraduate program at the provincial level and the graduate programs at the federal level. One or two provinces initiated research and supported some projects. They nearly all gave some kind of assistance or grants-in-aid to provincial bodies and supported sports governing bodies' competitive events at the provincial level. So in some ways the programs (federal and provincial) were comparable, just at different levels.

Bayer (1977), Clarke (1977), Ganske (1977), McFarland (1977), McLenahan (1977), Spicer (1977) and Thorsen (1977) all offer similar opinions. "The Act", Ganske says,

...had quite an influence provincially in that the federal government would allow funds only for certain types of projects. They allowed for leadership, travel within the province . . . and I think right up to this point in time (1977) it affected the types of policies we (Alberta) had and just now we are at the turning point, as a matter of fact, my meeting today will result in a new and/or revised set of guidelines and regulations for funding organizations (Ganske, 1977)⁶⁷.

By 1965 many provinces began to establish divisions or branches as separate entities and the trend away from close association with education and tourism departments was pronounced by 1970. Until the mid-1960s there really was not any fixed responsibility for sport in the provinces (Lefaive, 1977)⁶⁸.

In 1969 Munro made it clear that the cost-sharing agreements were to end. And although it was very significant in stimulating the provinces back into fitness and sport programs, the proportion of the federal funds to the provinces after 1963 was really not as great as many people think. Clarke for one believes the cost-sharing agreements were overrated insofar as the net amount of dollars in the total provincial budgets were concerned. Of more importance,

⁶⁷ Baka's (1978a) research confirms this trend.

⁶⁸ This trend is reflected in Figures 4-15, 4-16 and 4-17. Also see Broom and Baka (1979:18-26).

in his view, was that the FASA brought the federal officials and provincial directors together and in their meetings they got to know one another. This forum led to a wider sharing of ideas transcending the cost-sharing agreements and leading to many of the new developments in the 1970s (Clarke, 1977).

Table 4-7 that compares Appendix 25 and Appendix 27 allocations and expenditures substantiates Clarke's view. What Table 4-7 also shows is that Munro had justification in terminating the agreements as the provinces, except for 1968 and 1970, did not use the funds allocated.

TABLE 4-7

PERCENT OF FEDERAL FUNDS ALLOCATED AND EXPENDED BY THE PROVINCES AND TERRITORIES FROM 1963 to 1970

Year	Allocations %	Expenditures %	Difference %
1963	43.68	38.32	5.36
1964	50.00	17.24	32.76
1965	33.46	14.06	19.40
1966	27.63	26.49	1.14
1967	20.55	14.22	6.33
1968	21.70	22.26	(0.56)
1969	28.40	22.38	6.02
1970	20.00	24.03	(4.03)

Sources: Comparison of Appendix 25 to Appendix 27 in text.

2. The shared sector. From 1962 to 1969 the universities were considered very important with respect to the scholarship-bursary and research programs. In 1962 the NAC recognized the valuable contribution university personnel could make in a consultative way. The research

and graduate scholarship programs were directly responsible for the continued growth in physical education and recreation facilities and/or departments at universities.

Meagher (1977) says:

When the second NAC was appointed the university types began to become prominent. So you went from a very outgoing public relations oriented first Council to a very intensive philosophically oriented predisposed second Council. With the change in Councils you get a complete change in emphasis. I suppose the infamous of our early decisions on Council was the establishment of those three research units across the Country at \$50,000 apiece. Some people said it was a case of you scratch my back and I'll scratch yours. The research units never worked out that well.

Spicer (1977) maintains, however, that the research units and grants did help establish a core of researchers and good research equipment at the three universities. He further states that this encouraged other universities to hire more highly trained professionals and develop physical education and sport science laboratories.

Most of the people hired at the university level in Canada during the 1960s did receive post graduate scholarships (Carmicheal, 1977: NAC-S, 1962-1969; Nixon files). This improved the quantity and quality of research and led directly to improved and new undergraduate, masters and the University of Alberta Ph.D. program established in 1967. Table 4-8 reflects this growth. By 1968 the Universities of Alberta and Windsor became the first physical education schools to be recognized as separate

faculties in Canada (Cosentino and Howell, 1971:65).

In 1967, because of the growth in physical education and sport science research the NAC encouraged the formation of the Canadian Association of Sport Sciences (CASS) at the Pan American Games held in Winnipeg.⁶⁹ The creation of CASS and the development of "science oriented" university facilities began the trend of divorcing the research from the practice of physical education and sport. This trend caused the Directorate and NAC concern as early as 1969. This concern was expressed in the Task Force Report and led to the moratorium on research funding (DNHW, 1969b; DNHW, 1969f).

TABLE 4-8

UNIVERSITIES BEGINNING NEW DEGREE PROGRAMS IN PHYSICAL
EDUCATION AND RECREATION: 1962-1969

NAME	Location	DEGREE OFFERED	DEGREE PROGRAM STARTED IN
University of Alberta	Calgary, Alberta	Bachelor of Physical Education	1964
University of Manitoba	Winnipeg, Manitoba	Bachelor of Physical Education	1964
Sherbrooke University	Sherbrooke, P.Q.	Bachelor of Education (Physical Education)	1964
University of Waterloo	Waterloo, Ontario	Bachelor of Physical Education	1964
		Bachelor of Physical and Health Education	1967
		Bachelor of Recreation	c.1968
Simon Fraser University	Burnaby, B.C.	Bachelor of Science (Physical Education)	c.1965
		Master of Kinesiology	1968
University of Toronto	Toronto, Ontario	Master of Science (fitness)	1965
		Ph.D in Science (fitness)	1965
University of Windsor	Windsor, Ontario	Bachelor of Physical Education	1965
		Bachelor of Physical and Health Education	1966
Dalhousie University	Halifax, N.S.	Bachelor of Physical Education	1966
University of Saskatchewan	Regina, Sask.	Bachelor of Education (Physical Education)	1966
St. Francis Xavier University	Antigonish, N.S.	Bachelor of Physical Education	1966
York University	Toronto, Ontario	Bachelor of Physical Education	c.1966
University of Alberta	Edmonton, Alberta	Ph.d in Physical Education	1967
Acadia University	Wolfville, N.S.	Bachelor of Science in Recreation and Physical Education	1969
University of Guelph	Guelph, Ontario	Bachelor of Physical Education	c.1969
University of New Brunswick	Fredericton, N.B.	Master of Education, Physical Education	1969
University of Quebec	Trois Rivières, P.Q.	Bachelor of Physical Education	1969

Sources: CAHPER ("Across Canada" sections in the Journal, 1964-1969), Meagher (1965:69), Van Vliet and Howell (1967)

⁶⁹ See sports medicine and science in the following section on Extra-Federal Government Developments Related to Sport.

The educational system was also viewed as an important delivery agent for the FAS program by the federal government. As education is a provincial matter the NAC and Directorate proceeded very cautiously. Most programs that were related to education, therefore, were channelled through the provincial directors, or national bodies who did not have to be as concerned about section 93 in the BNA Act as the government. In 1962 the primary organizations related to education were the CIAU and CAHPER.

The NAC first considered funding the universities through the CIAU (NAC, Nov., 1962:20). The reason for this was that the first Council being more sport oriented wished to establish national agencies, like the CIAU, as the primary agencies to enhance excellence. As well the CIAU was viewed as the national body that could act as the liaison between national sports governing bodies and the universities (NAC, Oct., 1967:9). With the implementation of Father Bauer's "National Hockey Team Concept" the universities also became recognized as the potential training centres for other national teams. These ideas, along with athletic scholarship proposals, however, were received cautiously by the universities and the CIAU Board of Directors (Bedecki, 1977b; Pugh, 1977). The general reluctance by the universities to become bastions of sport excellence ultimately led the Minister and Directorate, after 1970, to implement a program of direct aid to student-athletes (DNHW, 1970a:41-42; NAC, June, 1964:11; Nac, Oct.,

1967:9; NAC, March, 1968:2; NAC, June, 1968:Appendices 5, 6 and 8).

Although CAHPER was considered as the vital organization through which to reach the universities and other levels of the educational system; it was never considered as an effective vehicle that could encourage high school and elementary school sports competitions. As all children and youth passed through the educational system the NAC and Directorate could not ignore this major delivery opportunity. This attitude led to the creation of the Canadian Federation of Provincial School Athletic Associations (CFPSAA) in 1967. The CFPSAA, was inaugurated in 1967 through a grant allocated to CAHPER to set up the Federation (Blackstock, 1977c; DNHW, 1969a:143; NAC, Oct., 1967:11, 65-67)⁷⁰. However, the CFPSAA, has never really come to be considered as a primary delivery vehicle by the FASD and Branch because of its reluctance to coordinate the schools sports programs. As the Federation is made up of educators representing provincial athletic associations there is an inherent philosophy not to encourage school competition beyond the provincial level as this would produce an over-emphasis on sport and result in students missing class time. The other reason why the CFPSAA downplayed competition at higher levels is that they found that most students are already

⁷⁰ See education in the following section on Extra-Federal Government Developments Related to Sport.

involved in the growing abundance of national championships, especially at the junior levels, and any efforts in this regard by them would be a duplication of services (Fishman, nd).

Another shared sector organization that emerged during this period was a direct outgrowth of the Quebec Canadian Winter Games. Due to the success of the Quebec Games a Canada Games Council was formed to carry on the "Canada Games"⁷¹. The Canada Games Council has developed as one of the most effective structures at the federal level and is considered as "the" model by which to initiate other federal programs because it brings together the private and public sectors into a harmonious mix. Almost everyone interviewed for this study agrees that the future of the Canada Games, and therefore, the Games Council is not only secure, but is and will continue to be, the federal government's flagship program and structure for the development and delivery of sport in Canada.

3. The private sector. Dion (1977) states that Willard's concept of the Act from the outset was to provide assistance to the private sector organizations involved in fitness and amateur sport. The program was built on Willard's personal consultation approach. In Dion's opinion:

⁷¹ Discussed previously under developmental program allocations in this Chapter.

this period of consultation was terrific because the number of persons involved were limited. They were still amateurs in the sense that they were dedicated volunteers. They had makeshift organizations so big government machinery then could have flattened them out without any resistance at all (Dion, 1977).

Had the government chosen to take control of sport the ideal time would have been soon after the Act was passed as there appears to have been an attitude among sports people that the government was the saviour of sport. However, the government, primarily due to the influence of Willard and the sports leaders at the time evoked the concept of "helping sport help itself."

The program was not really built by the sports and fitness related organizations as such but by individuals who wore a varied number of hats during this period. These people were held in high regard and therefore, the organizations they represented benefitted and became central to the implementation of the Act. The CASF maintained influence early in the 1960s because of Mel Rogers and James Worrall. The COA gained respect from the mid-1950s on due to people like Ken Farmer and Worrall. CAHPER was held in high regard primarily because of Blackie Blackstock and his close association with Willard. Indeed, the fortunes of any given organization in sport - - particularly during this period - - was dependent in large measure on the individuals that occupied positions of influence within its structure.

The movement of these individuals from one

organization to another could cause shifts in the position of a given organization. For example, when some of these individuals were appointed to the NAC the organization they were closely associated with could gain influence on the one hand but on the other they could lose if the individual's loyalties shifted from a particular organization to the NAC. This certainly occurred with respect to the CASF, AAU of C the COA and CAHPER.

In general terms the NSGBs were strengthened and became the real "winners" during this period. The original perception was that through the sports governing bodies the man on the street could be influenced to become more active. Carmicheal says:

There was always a concern for fitness. You see the government is concerned with the masses and the idea was that if you develop and train "x" number of leaders they in turn would filter down (through the universities, school system and sport and recreation bodies). . . and if you assisted the national sports governing bodies in terms of getting to meetings and getting themselves organized then they can cope with sports governing bodies at all levels (i.e. provincial, regional and local), the theory being to deliver the program to the man on the street. It was taxpayer's money therefore it should benefit the taxpayer. That was certainly one concept. And you were not going to use taxpayer's money to finance a few elite athletes so the program always had a mass participation emphasis (Carmicheal, 1977).

"The initial monies helped associations become national because now they had the motivation," according to Brown (1977). Brown states further:

It was a hand in glove approach. The minute they got some money they were able to go national.... This was the first time you could see some money given to people who worked on executives...

Fraser maintains that the Directorate did everything possible to enhance the effectiveness of the NSGBs. He says that as far as he was concerned the program was very effective however,

... we lived through a lot of criticism because on the outside it looks like control is going to be assumed. Some of the criticism though was because we could not react quick enough. We were too few in numbers trying to do a job, but I think the programs that were approved were provided because of the need of the sports governing bodies rather than the need of the Department, or Directorate. The Directorate was fairly maleable although we were accused of not being so (Fraser, 1977).

Dion in a address as the Director to the 1966 Annual Meeting of the CASF encouraged the NSGBs to get better organized. His speech was in reaction to sports people who inferred the government should do more for sport. Dion's view is:

...some people believe that the federal government should not only promote sports but also should organize them and coordinate them. This is not your desire (the NSGBs) and not the intention of the government, but great efforts should be made by you to solve your organizational problems so to have associations known and well represented from coast to coast. (CASF, 1966P:14).

Through the consultative efforts of the Directorate and the NAC the NSGBs did become stronger. The organizations who cooperated closely with the NAC in the planning process certainly gained prestige and money. For example, the three organization (Skiing, Swimming, Track and Field) used by the NAC to develop a long range planning scheme, while being among the biggest, also ranked one, two, three in financial contributions for this period. A comparison of Appendix 14 to Appendix 27 also illustrates that the NSGBs

received the greatest share of the total funds for this period. In 1962, 15 NSGBs received funding from the FAS program. By 1969 45 NSGBs were given grants (Appendix 14). The total funds received by all NSGBs from 1962 to 1969 is \$4,908,485 which is 25.11 per cent of all allocations for this period (see Appendices 14 and 27)⁷².

What appears to be the trend for the first seven years of the Act is that as the single sports governing bodies grew in strength, the multi-sport agencies declined or progressed very little in comparison. L'Heureux (1977) and Lawson (1977) state the reason for this is that the objectives for a sports governing body are clean cut, those of multiple sport bodies are not. L'Heureux (1977) says:

The thing that holds a national sports governing body together is the need to establish competitions, set out rules and govern a sport and that need is not there in multiple agencies.

In fact governing bodies for single sports, provided a sport remains popular and/or is included in major events such as the Olympics, will always have a *raison d'être* that is much stronger than the multi-sport agencies.

The COA and British Commonwealth Games Association did not lose or gain much in terms of influence during this period. However, the "Olympic movement" was enhanced through the various bids by Canada to host the Winter

⁷² The provinces only received a 22.14 per cent share for this same period.

Olympics. These bids certainly did lead to making the COA a stronger body. As well the provincial directors encouraged the Directorate to fund international competitions through the COA (FPD, 1962:7). Likewise the NAC recognized the COA as the controlling body for Olympic sports and turned to the Association for advice on internationally related matters (NAC, March, 1968:4, 5, 7,). However, the Past-President of the COA, Harold Wright, believes that up to 1970 the government did not recognize the COA as well as it could have and that funding for international sporting events remained a major problem for the Association as well as the Olympic sport governing bodies (Wright, 1977). The organizations whose mandate was severely altered by the new Act were the AAU of C and the CASF, formerly known as the CSAC.

The AAU of C really was insignificant during this period. As sports governing bodies strengthened (as an outcome of the implementation of the FASA) they no longer required the security they sought prior to 1961 within the AAU of C structure. As discussed in Chapter 2 the demise of the AAU of C was well underway by the late 1940s. Lansley (1971:258-259) shows that with the withdrawal of the new Canadian Track and Field Association on November 15, 1968 that the AAU of C lost its original mandate of controlling track and field. A year later the fate of the Union was sealed when gymnastics withdrew (see Table 2-4). The AAU of C tried to carry on a promotional role for low

membership, less popular and financially weak sports organizations. However, when the government chose to fund organizations of the Union directly or only those organizations recognized by the CASF the Union became a redundant organization. The policies of the government, although not causing the decline of the Union, certainly hastened its demise. On November 13-14, 1970 the AAU of C membership recognized the inevitable and voted the Union out of existence in Canada (Lansley, 1971:260;Public Archives, 1976).

Following the passage of the Act the Canadian Sports Advisory Council (CSAC) continued to perform its co-ordinating function for sport and some recreation organizations by holding various meetings throughout the year culminating in its Annual Meeting, usually held in January or February of each year. The National Advisory Council on Fitness and Amateur Sport (NAC) after its creation began to hold its meetings, the first of which followed closely on the heels of the CSAC Annual Meeting, in February of 1962. The confusion created between the two "Advisory Councils" was inevitable.⁷³ This confusion led the NAC to request the CSAC to change its name (NAC, Feb., 1962:11).

⁷³ During the research process for this study minutes, newspaper reports and miscellaneous documents had to be carefully read in order to interpret which group was being referred to.

In January, 1963 at its Annual Meeting the CSAC officially changed its name to the Canadian Amateur Sports Federation. The change in title was intended to remove a bit of the confusion which had arisen from the time the NAC was established (CAHPER, Across Canada, 1963:35). Mel Rogers in a letter to Dorothy Walker states:

This (name change) was done more or less for the government due to the conflict in name between the government's and our Council (CASF, 1965).

From the time of the name change to the present the CASF (now SFC) began to lose its influence.

The reasons for this is that the new Advisory Council came to be recognized by the public-at-large and the sport community as "THE" Council. The change in name itself appears to have communicated to the sports bodies that the CASF was no longer the advisory group to which they could relate. For the NSGBs the CSAC had completed its job once the Act was promulgated because many viewed the primary mandate of the CSAC was to get the federal government involved in fitness and amateur sport (L'Heureux; 1977).

At the Annual Meeting at which the CSAC changed its name, the new CASF began fighting for its survival. In his address to the delegates Mel Rogers hints that the demise of the organization had begun outlining arguments for the continuance of the CSAF. Arguments which have been re-used numerous times to justify the present SFC's existence.

Rogers states:

This last year has been a period of adjustment. After our last Annual Meeting it appeared we would have a large and difficult role to fill. It was a possibility we would be called on to sift the representation for assistance by our members from the new National Advisory Council on Fitness and Amateur Sports. This would have been a heavy responsibility and perhaps a cumbersome process. In any case this responsibility has been retained by the Government Advisory Council chaired by Mr. Ken Farmer and its executive directorate under the trained leadership of Mr. Gordon Wright....We should not lose sight of the fact that we can represent all Amateur Sport and if there are certain clear cut plans we want carried out our single voice is more liable to be listened to than any individual . . . Some have felt and expressed the feeling that with the creation of the new National Council on Fitness and Amateur Sport, our Council had out lived its usefulness....(The NAC) neither represents nor is responsible to sport as ours is... it represents individuals - - - appointed geographically, who in no way represent or are responsible to the plans and ideas of organized sport . . It will remain undoubtedly true that the voice of amateur sport will have more volume and impact when we stand together (CASF, 1963p:3-4).

To emphasize that the CASF must continue to fight for amateur sport he cautioned that their voice was getting weaker in comparison "with well entrenched professional athletes" and that for this and the above reasons the amateur sport bodies must stay banded together. One of the other matters the CASF began to support strongly, in trying to carve out a new role, was the concept of the Canadian Sports Festival and Games.

This role was emphasized at the 1963 Annual Meeting following the name change. Perhaps as a gesture that the NAC wished to cooperate with the CASF, the NAC, "indicated that it would consider favourably assisting with the establishment of a secretariat for the Festival" (CAHPER, Across Canada, 1963:35). L'Heureux shows that the CASF was in a very weak position after 1962 and that the gesture by the NAC was a token one at best. He states:

The CSAC was a body that went through the exercise of getting the national sports governing bodies together. In the early years the president of the Gymnastics Federation had nothing in common with the president of Soccer. They couldn't see the cause...the cause was the Act - - getting government involved. Therefore, the CSAC had generated a certain amount of enthusiasm on the part of that group and they put forth this Brief and took pride in nudging this movement a little further forward. Then came the Act, and one of the early gestures was what role should we give this group. When I became Chairman (of the NAC) Joe Willard and I talked about how we could keep those people happy and at the same time not let them move in and take over. I said one of the ways is to continue making grants to national sports governing bodies, and not through that body.⁷⁴ There was a certain amount of one upsmanship. We did consider what one body could liaise directly with the government . . . the COA was limited to 22 or 27 sports at the time and the CASF was weak. So one of the problems was what do we do with the CASF. One of the things that occurred about this time was that Georges Labreque initiated the Canadian Games and it looked as though it was going to

⁷⁴ There was some discussion as late as 1967 about giving the CASF a stronger role in a new Sports Council set-up.

continue and we said why not make them the operating agent. Let them come up with the rules and regulations for the Canada Games and for awhile this became their role....The principle cause of the demise of that organization was the fact that the money was being routed directly to the associations who themselves then said we really don't need this body anymore. If the CASF had been given the role of the NAC you would have had the stronger national sports governing bodies feeding on the weaker ones, you needed an objective body (L'Heureux, 1977).

From 1966, this loss of real purpose plagued the CASF. Hugh Glynn, a member of the CASF Board at the time states:

The Sports Federation meetings in those days would be terribly hit and miss affairs some sports would be represented one year and not the next, it was a hodpodge. (Glynn, 1977).

Even though the CASF was considered weak the Minister until 1969 used the Federation as a platform from which to address sport. LaMarsh, MacEachen and his Parliamentary Secretary, Margaret Rideout and Munro all encouraged the CASF to continue its difficult role. MacEachen, in 1966, underlined the main weakness of the Federation. In his address of that year he says:

I know that all of you are here in two capacities - - as members of the Federation and as a member of your sports governing bodies or another organization. I realize that the aims of these two memberships could sometimes cause conflicts and that you will, for the most part, be listening to me with two ears, with one hearing for each organization (CASF, 1966p:23).

After Melville Rogers presidency, the CASF lost its leadership role. They had little to offer the sports community.

By 1969, in an interview with Keith Lansley, Rogers - - the Federation's staunchest supporter - - even admitted that,

... the CASF was a "superfluous organization" as Sport was now being administered by the federal government and not the athletes themselves. Rogers said that the government was no different to the COC or the AAU of C except it had the control of finances through which to enforce government sporting policies (Lansley, 1971:260)

Lawson (1977) maintains that during both of her terms on the NAC, the Council members really did not understand what the Sports Federation was all about. Today, the lack of role clarity has relegated the Federation to a very minor role in sport and in actuality it is a remnant of a bygone era.

Throughout this period CAHPER remained prominent. The Association was viewed as a research body, primarily because of its very active Research Committee. The CAHPER was the primary body through which the research portion of the FAS program was implemented. The FASD perspective on CAHPER was one whereby the Association was considered as a body holding a monopoly on research talent and projects (CAHPER, 1969:3). Bedeck (1977b) says that in the early 1960s CAHPER had,

... a big influence. Members of CAHPER sat on Council and the research, undergraduate and graduate scholarships and bursaries reflected CAHPER input.

CAHPER members also were prominent on the Council and some of its committees as this was seen as a way to involve physical education.

Bedecki states further:

In the Directorate it has been an uphill battle to try to get physical education established as a base for hiring personnel. The Public Service does not recognize physical education as a profession per se and does not have a category for it like chemistry, for example. If anything the influence from physical educators came from them sitting on review boards, etc. For hiring purposes it was veterans first (Bedecki, 1977b).

Insofar as the terms of reference for the initial consultants were concerned, Carmicheal (1977) says that, " . . . nobody sat down and worked them out and Blackie (CAHPER, Executive Director) was the outside reviewer on most appointments." Through C.R. "Blackie" Blackstock CAHPER gained prominence (Willard, 1977). Usually the NAC referred any of its concerns with respect to the schools and universities to CAHPER (NAC, Feb., 1965).

However, by the end of the period the type of research the Association supported and advocated in conjunction with the universities came into question. This resulted in a confidential study conducted under the auspices of the FASD (DNHW, 1969f). This study led to the implementation of a moratorium on research late in 1969, a decision that hurt the effectiveness of CAHPER.

As well prior to 1961 and in the early 1960s the Association conducted clinics in various sports. Indeed, up to the early 1970s, CAHPER acted as a clearing house for many sports texts and rule books. In 1964, the

NAC implemented a policy of accepting CAHPER projects to run sports clinics but only if the related NSGB agreed. By the close of the 1960 era this role of CAHPER had all but disappeared and the Association came to be recognized as having a role related strictly to physical education.

In 1969, the Parks and Recreation Association of Canada became the CPRA. Although having a low profile during the 1961 to 1969 period the CPRA emerged as the body that could play a very useful supporting role for the FAS program. As it is the main national body relating to the municipal recreation directors of Canada any delivery mechanism created by the NAC or FASD would be incomplete without a strong CPRA (NAC, 1965:6, Appendix A:12). From this period on the CPRA emerged as "the" national recreation body, a position formerly occupied by CAHPER.

Other agencies were also prominent. The YMCA through its sports exchanges and because of some of its prominent National Council staff occupied a central role. CAHPER and the YMCA cooperated closely in clinics and in the production of some materials (CAHPER, 1966a; Taylor, 1966). Also, the Boy Scouts, Girl Guides, the Boys Clubs and other service agencies were considered as important delivery agents for fitness-related programs of the NAC and FASD.⁷⁵

⁷⁵ See Appendix 18 for contributions to private sector service agencies.

MISCELLANEOUS FEDERAL GOVERNMENT
INVOLVEMENT IN SPORT

GOVERNORS GENERAL

The Right Honourable George Philias Vanier was Governor General from 1959 to 1967. During Vanier's tenure it appears that no Governors' General awards were presented to anyone for achievement in sport. He was the first Governor General in forty years to have a trophy named in his honour.⁷⁶ In 1967 permission was granted to the Canadian Save the Children's Fund -- sponsor of the national intercollegiate football championship game -- to name the Vanier Cup emblematic of the CIAU Football Championship in his honour (McConachie, 1979).

Vanier's successor was His Excellency the Right Honourable Roland Michener who was Governor General to 1974. In the 1970s Michener would become closely associated with the movement toward fitness. Prior to the close of this first eight year period of the FASA Michener recognised Nancy Greene, for her outstanding achievements in World Cup and Olympic Skiing competition, as a service member of the Order of Canada (DNHW, 1969b:90). Both Michener and Vanier were interested in sport and recreation and attended various related functions.

⁷⁶ Viscount Willingdon of Ratton donated the Willingdon Cup for amateur golf in 1927 (Howell and Howell, 1969:252).

Prime Ministers and Members of Parliament

Between 1961 and 1969 Canada had three Prime Ministers, John George Diefenbaker (1957-1963), Lester Bowles Pearson (1963-1968) and Pierre Elliott Trudeau (1968-1979). As discussed previously in Chapters 2 and 3 Diefenbaker was very interested in both amateur and professional sport. He and the Conservative Party will always have the distinction of having ushered in Bill C-131 in 1961. The Liberals under Pearson and Trudeau are recognised as furthering the aims and objectives of the FASA during this and the next period.

Mr. Pearson and the Liberals unanimously supported Bill C-131 when they were in the Opposition. In the debate during the first reading of the Bill, Pearson attached a utilitarian purpose to the Act. He related assistance from the government to helping Canadian athletes do better in international competition. Success in international competitions he referred to as:

... an important by-product of assistance,
and I think it would only be a by-product,
would be to recover in this country most of
the prestige that we once had in the field of
international athletic competitions (Commons
Debates, 1961C:8719).

In the same debate Mr. Pearson warned against the new program being used as a professional sport farm system. He also cautioned that voluntary and corporate assistance could be discouraged through too much government control and influence. To avoid this outcome Pearson reinforced the necessity of close cooperation with the provinces and the private sector

fitness, amateur sport and recreation organizations (Commons Debates, 1961c; Galasso, 1972:43; Olafson, 1970:85). On November 1, 1962 Mr. Pearson strongly endorsed the Conservative Government's increased expenditure for the purpose of seeking the 1968 Olympic Games (Commons Debates, 1962o).

After the Liberals swept into office in 1963 the Pearson Administration continued to support amateur sport and the incremental policy of the Conservatives for the FAS program. In 1967 the allocation to the program was almost doubled to \$2 million. In the last two years of Pearson's term the amount appropriated was \$5 million, the maximum specified in the Act (section 10; see Appendices 3-1 and 27). Prime Minister Pearson also was known to be an avid hockey and baseball fan.

On September 10, 1964, during the debate in the House on the Estimates for the Department of National Health and Welfare, Conservative opposition member Mr. Roxburgh commended Mr. Pearson for the support he gave to sport. He says:

Our Prime Minister, who we have to admit is a really true sportsman and athlete in every sense of the word, is to be commended highly for taking time out of his very busy schedule to attend athletic functions such as the Canadian Henley at St Catharines and the Olympic track and field trials at St Lambert, Quebec. There is little doubt in the minds of all of us, I am sure, that his presence at these functions must have not only added prestige to them but have contributed to the morale of the athletes participating in the events. (Commons Debates, 1964e:7854).

However, Mr. Pearson was not that personally involved in any of the debates related to fitness and amateur sport. His only direct involvement appears to be in 1965 when he agreed to Mr. Diefenbaker's -- now the Leader of the Opposition -- concern over the poor showing of some of Canada's national teams, particularly hockey, in world level competitions. The Prime Minister, further showed his empathy to sport when he had reference made to the Winnipeg Pan American Games, as a major event during Canada's Centennial, in the Throne Speech on May 8, 1967 to open the second session of the twenty seventh Parliament (Commons Debates, 1967f).

After Lester B. Pearson's tenure as Prime Minister he continued to be very interested in sport and fitness. He was named to the Board of Directors of the Montreal Expos Baseball Club formed in 1969. Today the Annual Pearson Cup Game is played in the late Prime Minister's honour between the Expos and Canada's other professional baseball team started in 1977 the Toronto Blue Jays. The proceeds of this game go to the Canadian Federation of Amateur Baseball (Lavigne, 1980). In 1971 the Right Honourable Mr. Pearson was named Chairman of the Board of Sport Participation Canada formed as a result of the Task Force Report and the P.S. Ross Study. This company is known today as PARTICIPaction (Kisby, 1973).⁷⁷ Mr. Pearson's term as Prime Minister and Leader of the Liberal Party terminated in 1968. In the election which followed his successor, Pierre Elliott Trudeau and the Liberals were victorious at the polls again.

⁷⁷ The formation of PARTICIPaction is mentioned in Chapter 5.

During the election campaign Mr. Trudeau promised, that if elected he would appoint a "Task Force" to investigate amateur sport in Canada. After winning the election the Minister of National Health and Welfare, John Munro announced the formation of the Task Force on August 2, 1968 (DNHW, 1969b: 80). On May 12, 1969 the Report of the Task Force was tabled in the House of Commons bringing to a close the first era of the FASA (Commons Debates, 1969e).

Throughout this first seven year five month period there were numerous questions and discussions by the Members of Parliament related to fitness and amateur sport. Many of the issues raised in the House culminated in making federal politicians aware of many of the major problems confronting sport. Matters related to fitness were raised to a lesser extent. Concerns over recreation with respect to the FASA were exclusively related to the development of programs and facilities at the community level.⁷⁸

Matters or concerns raised in the speeches or questions by Members of Parliament in the House of Commons can be said to fall into five categories: 1) allocative, 2) program area related, 3) fitness, 4) international sport and, 5) hockey and professional sport.

⁷⁸ There were other concerns discussed related to recreation e.g. national park development but these were not raised in relation to the FASA.

1. Allocative concerns Questions concerning the distribution of funds and discussion on the Estimates related to the FASA program involved more Members of Parliament than any other matter. In general Members wanted to know procedures for making application for grants (Commons Debates: 1962a; 1963d; 1963e; 1963f; 1966a); rationale for program allocations, e.g. why \$1 million and not \$5 million (Commons Debates: 1962K; 1962n; 1962s; 1962u; 1963b; 1964d; 1964e; 1964f; 1967h; 1969a); amounts allotted for total program and to whom (Commons Debates 1962g; 1962m; 1963d; 1963e); amounts to provinces and questions on agreements (Commons Debates: 1962g; 1962i; 1962n); amounts to NAC (Commons Debates: 1962l; 1962p); amounts spent on NSGBs (Commons Debates: 1962l; 1962p; 1962v); specific related estimate debates (Commons Debates: 1962f; 1962u; 1962v; 1963i; 1964d; 1964e); the question of a sport lottery was raised by Mr. Douglas Fisher on March 6, 1962 (Commons Debates: 1962g). Dr. Willard in announcing \$5 million would be committed in the 1966-67 fiscal year referred to the fact that the program had gained the full support of the Members of Parliament. He stated that their comments were very supportive during the Departmental Estimates review (NAC, Oct., 1966:2). LaMarsh refers to the program as "...small in budget but large in public interest" when she had announced an earlier increase in the allocations to \$3 million (Commons Debates, 1964e).

The replies, when required, were made either by the Minister or the Minister's Parliamentary Secretary. Replies related to general allocations were usually given in great detail and were repeated on a number of occasions. The two major policies Monteith and LaMarsh confirmed were that the funds for the program would be increased by at least \$1 million per year until the \$5 million limit was reached provided there was a need; and that all decisions related to grant allocations were made on the advice of the NAC. This latter policy was important for the protection of the Ministers from accusations of patronage or favouritism to some organizations. Questions also were asked in connection to the structures through which funds were to be distributed. Two questions were asked about how people were selected for the Advisory Council (Commons Debates: 1962b and 1963j). At least six inquiries were made as to why the Province of Quebec did not participate (Commons Debates: 1962v; 1963c; 1966g; 1969b; 1969j). On June 4, 1969 Mr. Munro announced that Quebec agreed to participate in the federal-provincial cost-sharing program, the same year the program was to be terminated (Commons Debates, 1969g). Also, in reply to Mr. Caouette's question on March 28, 1966 as to why Quebec was not involved, Mr. MacEachen, Minister of Health and Welfare commented that the Province showed no intention to join. He further went on to state that the people of Quebec participated through Quebec organizations like the Canadian Catholic Girl Guides; the Canadienne des Centres de Loisirs and the First Canadian Winter Games Committee in Quebec City which was to receive \$700 thousand (Commons Debates, 1966g).

Mr. Boulanger asked to know the names and address of the NSGBs receiving funds under the program, to which the Parliamentary Secretary to Monteith, Mrs. Casselman, replied in great detail (Commons Debates, 1962p). Mr. Roxburgh who was quite vocal during the early part of the period was critical of some of the grants to some NSGBs. His preference was to support national competitions and fitness over international endeavours (Commons Debates, 1962v). Mr. Douglas Fisher acted as an advocate for the NSGBs in asking questions related to the allocation process to clarify for them the procedures they were to follow (Commons Debates: 1962a; 1963c; 1963f). This indicates that there was poor communication between the NAC, Directorate and the private sector.

Later in 1968-69 when the Directorate began to assume a higher profile two questions were posed to the Honourable John Munro as to who should really attend the Olympic Games from the federal government. As well the Minister was asked for the names and positions of all the persons who attended the 1968 Mexico Olympics and the expense to the government. Mr. Munro replied fully indicating the names, titles, length of stay and amount expended by each person. He and most of the senior Directorate officials were funded to attend the 1968 Games (Commons Debates, 1969c).

2. Program area related concerns. With the exceptions of international sport and hockey related issues surprisingly few concerns were raised in the House on program matters. One

question was related specifically to postgraduate scholarships (Commons Debates, 1964b). Messrs. Weichel, Herridge, and Perron on November 21, 1963 and Mr. Johnston on March 8, 1966 praised the success of the Royal Canadian Legion track and field coaching clinics and the work of Geoffrey Dyson. Mr. Perron also expressed the need for local playground instructors (Commons Debates: 1963I; 1966e).

Facilities issues were raised at least seven times by sitting Members. Support for local community recreation centres was asked for a number of times. Each question until 1967-68 received the reply that the federal government does support these facilities through the Municipal Winter Work Program of the Department of Labour (Commons Debates: 1962q; 1962r; 1962v; 1963i; 1964e; 1964i). Mr. Roxburgh on December 19, 1962 made a case for a NAC involvement in a facility program because not all communities could afford to match the Winter Works Program funds (Commons Debates, 1962v). Mr. Frank Howard presented Bill C-158 to the House on October 6, 1967 for first reading. The purpose of the Bill, that died on the Order Paper, was to amend the FASA to increase the \$5 million limit so assistance could be provided for community facilities (Commons Debate, 1967i).

The lack of good training facilities in Canada was given as a reason for the poor performance of the Canadian team at the Squaw Valley Winter Olympics in 1960 by Mr. Roxborough (Commons Debates, 1962v). On November 24, 1966 the suggestion was made to strike a Royal Commission to

study the quantity, quality and use of facilities across Canada (Commons Debate, 1966k). In connection with increased assistance to athletes the need was expressed for better training facilities and more travel funds. These were the only references to athlete assistance (Commons Debates: 19623; 1962k; 1964c; 1968a). A few athletes were acknowledged for their efforts. Congratulations for success in sport other than hockey, were mentioned in respect to Paul Enock in speedskating (Commons Debates, 1962e), to Acadia University for winning the CIAU Championships in basketball (Commons Debates, 1965b), to Abigail Hoffman on setting a new world record in the 880 (Commons Debates, 1967e) and to Nancy Greene for her World Cup of Skiing triumph (Commons Debates, 1967i). Mr. Johnston urged increased support for skiing on March 8, 1966 as did others later (Commons Debates: 1966e; 1966f; 1969b).

Other miscellaneous references follow. On June 3 and 11 in 1965 there was a debate on lacrosse as Canada's National Game. The Bill presented was referred to as the National Games Bill (Commons Debates; 1965c; 1965d). Two references were made to the Canada Games. One question asked for clarification of the funding policy for hosting the Games. The reply by the Minister, Judy LaMarsh was that funding was provided on a matching basis (Commons Debates, 1963j). The other reference was a question as to the date the Summer Canada Games would be held in Halifax. This question followed the premature news release circulated by the CASF that there would be a Summer Games (Commons

Debates, 1967d). There was one question related to research on December 17, 1962 when the B.C. Medical Association requested FAS funds for research (Commons Debates, 1962t). In general terms there were about fourteen references to fitness.

3. Fitness concerns in debates involving the departmental Estimates some members seized the opportunity to put across their points of view on a wide range of topics related to the FASA. Mr. Roxburgh was perhaps the most vocal in this regard in his addresses to the House in December, 1962 and September, 1964 (Commons Debates: 1962u; 1962v; 1964e). Mr. Weichel, who was very vociferous during the debates favouring the passage of the Act, Mr. Herridge, Mr. Howe and Mr. Perron expressed general concerns about the program as well (Commons Debates, 1963l). The recurring themes were that fitness was important for: the total health of the populace, the defence of the country and sporting success throughout the world. An interesting fact though is that these issues were not nearly predominant as they had been in the debates leading to the passage of Bill C-131. These men, and especially Roxburgh, linked sport and fitness closely together. Roxburgh in his speeches urged that Canada follow the West Germans' "Golden Plan" or adopt the Soviet Union's approach to sport to enhance the fitness of Canadians and their success in international sport. All emphasized that for Canada to have an effective fitness and sport program that close cooperation by all levels of government is essential.

Although few, the references in the House to physical education in the schools is notable, as education is a provincial matter. In 1963, Mr. Chretien called for more emphasis on school physical education to improve the fitness of Canadians (Commons Debates, 1963g). Roxburgh also underlined the importance of sound physical education programs to any fitness plan (Commons Debates, 1964e). Mr. Johnston in 1966, prior to the Centennial Year, asked Parliament to continue the Centennial Commission's Athletic Awards Program " . . . of school fitness tests", stating that such a sound endeavour " . . . should not be a one shot deal" (Commons Debates, 1966e). The remarks by Roxburgh, Weichel and Chretien also made a connection between personal fitness and pride in one's country (Commons Debates: 1962u; 1962v; 1963g; 1963i). However, issues related to the heightening, or lessening, of Canadian unity, pride and nationalism domestically and internationally are more closely related to international sport in general and hockey in particular.

4. International sport concerns: there are over eighteen references to Canada's involvement in international sport aside from those related to hockey. Most of these are related to participation by Canada in hosting and competing at the Olympics. Evident in the Debates was the recognition of the need for autonomy of sport on the one hand and federal government assistance on the other. Most Members of Parliament while critical of Canada's poor performance abroad also recognized the poor plight of the athletes and sports

organizations and most MPs called for increased assistance to the NSGBs, especially the COA, so that - - in the words of one Member - - " . . . our teams can do more practising and less collecting before they leave" (Commons Debates, 1963b: 12337).

Questions or announcements related to hosting the 1968 Winter Olympics in Banff-Lake Louise were prominent up to 1966 when Canada lost the bid at the IOC level. All members supported the COA's and the Calgary Olympic Development Association's (CODA) efforts to get the Games (Commons Debates: 1962d; 1962i; 1962o). The Opposition members indicated strong support of the Government's announcement to provide additional funds to CODA through the FAS program and the Department of Northern Affairs and National Resources (Commons Debates, 1962o). There was a single inquiry after 1962 as to whether Mount Tremblant in Quebec was considered as a site. It was (Commons Debates, 1962o). In March of 1966 it was noted in the House that environmentalists were opposed to the holding of the Games in the Banff National Park (Commons Debates, 1966f). This appears to be the only negative matter raised with respect to Canada's bid to host the 1968 Games. There were two inquiries related to federal support for the Montreal Olympics bid. When these questions were posed by Government Member Warren Allemand, the Health and Welfare Minister, Allan MacEachen replied that the Mayor of Montreal, Jean Drapeau,

had not sought or asked for support from Ottawa (Commons Debates: 1966d; 1966f).

Funding for the 1967 Winnipeg Pan-American Games was supported in the House and on June 9, 1966, it was noted that the costs for these Games were escalating and more money would be required. However, the funding policy determined in 1965 proved adequate for the staging of the Games (Commons Debates, 1966h; DNHW, 1965ar:2). When Parliament was reopened in 1967 mention was made of the Pan-American Games in the Speech from the Throne (Commons Debates, 1967f).

Specific support for increases to athletes, especially those involved in the Olympics, were usually accompanied by remarks relating to poor performances and disgraceful efforts which only served to weaken Canada's international prestige. Mr. Beaulieu in 1962 called the funding to Olympic athletes " . . . a real shame". (Commons Debates, 1962k). Mr. Gerald Regan, who was to become Minister of Fitness and Amateur Sport in 1980, questioned whether \$25,000 was enough money for Canada's 1964 Olympic Hockey Team, especially after the disgraceful showing in Moscow in 1962 and the poor performance at the 1963 World Ice Hockey Championships in Stockholm (Commons Debates, 1963h). Messrs. Roxburgh, Langlois, Johnston, Perrault and others supported and urged that funding for athletes and the Olympic teams be increased (Commons Debates: 1964d; 1964e; 1965b; 1966e; 1968a). On March 8, 1966, Mr. Johnston called for the development of a

federal policy on Canada's participation in international sport competitions which would address many of the problems facing the country in the international arena (Commons Debates, 1966e). Many of the above issues also related to Canada's declining image as a world power in ice-hockey. Some of the MPs blamed this negative trend on professional sport. These issues more than any other factors led to the idea of creating a Task Force on Sports for Canadians (DNHW, 1969b:89)

5. Hockey and professional sport⁷⁹ Concerns related to Canada's national prestige in hockey and the influence of the NHL on the game were of the most interest to Members of Parliament. These concerns, coupled with the positiveness of Nancy Greene's timely success in skiing, more than any other factors prompted the Right Honourable Pierre Trudeau to make the Task Force on Sports one of his pre-election objectives. This contention is supported by the fact that the Task Force Report on Sports for Canadians focused much of their attention on professional sport in general, hockey and its relationship to the NHL. Most of the persons interviewed for this study said they believe that problems related to Canada's poor performance in international hockey and the influence of the NHL upon the development of hockey in Canada were the major factors contributing to Mr. Trudeau's ". . . realization that the federal government must do more for sport". (DNHW, 1969b:89). Indeed, in the speech the Prime Minister gave at Selkirk College, B.C. he states:

79 Refer to Cosentino, 1973 for an in-depth look at professionalism in Canadian sport.

There are a certain number of symptoms which worry me - the fact that hockey is our national sport and yet in the world championships we have not been able, as amateurs, to perform as well as we know we can (DNHW, 1969b:89)

Problems about Canada's performance in hockey began to be raised in the House of Commons in 1963 after Canada had lost successive World Championships in 1962 to Sweden and in 1963 to Russia⁸⁰. The U.S.S.R's total dominance of the World Championships and Olympics from 1963 to the end of the 1960s heightened the concerns of Canadian politicians and sportsmen alike. Hockey related problems were raised by the NAC members soon after their first meetings and their concerns found their way onto the floor of the House of Commons.

The NAC endorsed Father Bauer's concept of a National Team for the 1964 Olympic Games by providing \$25,000. Mr. Gerald Regan questioned if this was sufficient because of the previous disgraceful performance by Canada's representative teams (Commons Debates, 1963h). L'Heureux (1977) states that the NAC was always reluctant to give the CAHA money for anything but leadership courses because the Council viewed the CAHA as a pawn of the NHL. By 1964 this attitude was

⁸⁰ Questions asked on hockey prior to 1963 related to the need for funding to the Galt Terriers and Trail Smoke Eaters who represented Canada in the World Championships in 1962 and 1963 respectively (Commons Debates: 1962a; 1962k). One other query on hockey related to the lack of adequate CBC television coverage of the semi-finals of the Stanley Cup playoffs involving the Toronto Maple Leafs (Commons Debates, 1962h). The federal government did not provide any funds for Canada's participation in the World Ice-Hockey Championships until 1964 (NAC, Nov. 1962:13; NAC, Nov. 1963, Appendix 8:2)

also shared by MPs.

Mr. Cowan on November 20 and 24th, 1964 questioned the morality of having ten year olds signed to professional team contracts through the CAHA. He called for a stop to this practice of bondage (Commons Debates, 1964g and 1964h). Later Douglas Fisher posed questions about the poor standards and ethics practiced by professional hockey (NHL) and football (CFL) clubs⁸¹.

From 1963 to March 1966 problems related to the performance by Canada's representative teams and the amateur-professional relationships continued to be of major concern to the NAC. During this time the Council had been laying the groundwork for a major investigation into hockey (NAC, 1967a:1-2). Paralleling these developments questions were asked in the House of Commons about the government taking some initiative about resolving the problems.

In 1965 the Right Honourable John Diefenbaker expressed a great deal of concern over Canada's loss of national prestige because of poor showings in hockey (Commons Debates, 1965b). Diefenbaker's comments, and those of his colleagues that followed, show that in the final analysis Canada had to

⁸¹ During this period there were two other references made to the CFL in the House of Commons. On February 25, 1965, Mr. J. Macaluso maintained that naturalized Canadian citizens were discriminated against by the CFL and its import quotas (Commons Debates, 1965a). Mr. Diefenbaker asked if the CFL, with the NHL, was subject to the terms specified in the Combines Investigation Act introduced into the House by the Honourable Ronald Bosford on June 23, 1966 (Commons Debates, 1966j).

win at hockey to retain part of the country's prestige⁸².

Diefenbaker also called for a special Parliamentary Committee to be selected to ensure that all future Canadian international teams for all sports would include our very best athletes. Although no committee as such was set up, the Government of the day agreed with the points he made (Commons Debates, 1965b). Some believed Canada's poor representation in international hockey was caused by the control the NHL exerted over all hockey. On February 23, 1966, the suggestion was made that professional sport organizations were operating outside the Combines Investigation Act. The Honourable Guy Favreau, President of the Privy Council, informed the House that professional sport could operate outside the purview of the Combines Act (Commons Debates, 1966e). Mr. Ron Basford from Vancouver who was incensed over the fact that the NHL refused the City of Vancouver a franchise in the League introduced a private member's bill in the House on February 25, 1966 " . . .to bring the operation of all professional sporting leagues within the purview of the Combines Investigation Act (Commons Debates, 1966j).

82 In 1964 following the Olympics, Father Bauer and his National Team were praised for the tremendous amount of esteem they brought to Canada through their unique display of sportsmanship by a Canadian hockey team (Commons Debates: 1964o; 1964e). However, this fact, it appears, was soon forgotten and the only thing that many remembered was that Bauer's youths were the first Canadian hockey team to ever finish out of the medals in Olympic play up to that time.

Although his amendment to the Combines Act was turned down, the MPs did favour an investigation into the relationship between amateur and professional sport (Commons Debates: 1966e, 1966f).

Two weeks later all Members of the House supported the idea of an investigation into amateur sport in connection with the control of professional hockey over "kids hockey" and the effect of competitive hockey on children (Commons Debates: 1966e; 1966f). This event, perhaps not coincidentally, preceded by a few weeks the initiation of the Study, conceived by the Hockey Committee of the NAC, into Amateur Hockey in Canada (NAC, 1967a:2). The Study began on May 13, 1966 and announced to the public three weeks later on June 3rd by the Honourable Alan MacEachen, Minister of National Health and Welfare (NAC, 1967a:2). Following this announcement Mr. Basford asked the Minister to consider his bill and urged the NAC to consider bringing the operation of the National Hockey League under the terms of the Combines Investigation Act. Mrs. Rideout in responding for Mr. MacEachen said that she saw no reason why Mr. Basford's bill could not be circulated to the NAC Committee (Commons Debates, 1966j). On February 9, 1967 Mr. MacEachen tabled the Report on Amateur Hockey in Canada (Commons Debates, 1967c). This Report formed the basis of the recommendations contained in

the Task Force Report presented to Mr. Munro two years later⁸³.

Departments and Agencies

Throughout this Chapter many references have been made to other departments and agencies within the federal government which become involved directly in fitness and amateur sport, provided services to the FAS program or performed functions that met the needs of some of the organizations involved in fitness, sport and/or recreation at the national, provincial or local levels. Figure 4-14 provides a summary of these departments and agencies. Appendix D in Part I of the P.S. Ross Report provides a detailed account and descriptions of federal government programs by agency and department up to 1969 (DNHW, 1969a: Appendix D). Appendix 40, Summary Table II, shows the total amount of funds allocated to culture and recreation by federal and provincial governments in 1976. Appendix 41 lists all federal government agencies involved in sport and recreation as of 1978.

83 This is not to suggest that the implementation of the hockey study curtailed questions in the House. Quite the contrary it may have begged some. From January, 1967 to December, 1968 other questions related to hockey were asked. Notably the CAHA was roundly criticized for selling players like slaves to the NHL, threatening to suspend teams if they sought appeal of CAHA decisions through the courts and generally being manipulated by the NHL (Commons Debates: 1967a; 1967b; 1967g; 1967i; 1968a; 1968b).

FEDERAL GOVERNMENT DEPARTMENTS AND AGENCIES INVOLVED IN FITNESS AND AMATEUR SPORT: 1960-1969

Department	Activity
Agriculture	Promotes fairs, exhibitions. Gives grants for building construction and improvements for fairs, rodeos, etc. These facilities can also be used for sport and recreation. In 1961 \$200,000 grant to Pacific National Exhibition and improvements in the Coliseum. In 1961 estimates up to \$1 million for Canadian National Exhibition.
Citizenship and Immigration	Indian Affairs Branch supports physical education programs in the schools, community recreation centre developments, hiring of personnel. The Department gives grants to the Boy Scouts, Girl Guides, Boys' Clubs.
National Defence	Most extensive program of sports, physical fitness and physical recreation than any other federal government department. In absolute terms greater programs than all other departments put together. Training is for armed services personnel through the Physical Education Directorate. In 1967 the Department provided \$107,158 in services to the Winnipeg Pan-American Games.
Energy, Mines and Resources	Their planning and development necessarily touch on recreation planning and research.
External Affairs	Contributed \$139,000 toward 1968 CODA Olympic B10. Official communicating department of federal government in matters related to international sport from government to government.
Fisheries and Forestry and the Fisheries Research Board	Provide information about and promote sport fishing.
Indian Affairs and Northern Development	Around 1966-67 took over Indian Affairs Branches from Department of Citizenship and Immigration and the Parks Branch from Department of Northern Affairs and National Rescources. The Indian Affairs Branch makes grants for recreation to Indian Band Councils. One hundred bands in 1968-69 requested \$224,000 for equipment and personnel for recreation and fitness programs. The Parks Branch budget is about \$40 million with half going to capital expenditures. One third of the total budget is spent on recreation facilities. This Department also took over the Canadian Wildlife Service.
Post Office	Printed stamps related to sport.
Public Works	Develop marinas, wharves and harbours for trade, commerce and pleasure craft.
Queen's Printers	Printed materials for FAS program.
Department of Regional Economic Expansion (DREE) (began in 1969)	Groups a number of agencies involved in regional development. The Agricultural Rehabilitation and Development Act (ARDA) came under DREE's control in 1969. Invests large sums in the recreational infrastructure.
Royal Canadian Mounted Police (under Solicitor General of Canada)	Fitness training for new recruits
Secretary of State	Centennial Commission operated under the auspices of the Department of the Secretary of State. The Commission developed a four part Centennial Athletic Program: Part I - Development and implementation of Centennial Athletic Awards using standards prepared by CANPER for fitness and Canadian Amateur Swimming Association, Canadian Amateur Speedskating and Track and Field Committees of AAU of C for sports skills. Girl Guides and Boy Scouts developed skills awards for hiking. Part II - called Olympiad is a program for university students produced by the CIAU in cooperation with the Canadian Union of Students held at the University of Alberta campuses in Edmonton, Calgary, and Banff. Part III - special events such as Highland Games, the Centennial Marathon, mass gymnastics, etc. Part IV - comprised international events sponsored by NSGB's, e.g., World Lacrosse Championships. In 1964 the Commission also suggested that a Canadian Winter Games be held in 1967. Over \$500,000 expended on the program. In 1966-67 the Department sponsored the Canadian Recreation Symposium in Montreal.
Industry, Trade and Commerce	Office of Tourism in the Department is primarily concerned with the recreation industry. The Canadian Travel Bureau within the Office of Tourism promotes tourism and therefore recreation facilities and areas.
Justice	Penitentiaries Rehabilitation Division supervises prisoners in the making of playground equipment. CANPER provided technical assistance and consultation for the program.
Labour	Through the Municipal Winter Works Program an allocation of \$5.5 million was provided to municipalities on a matching basis to build or develop parks, playgrounds, tennis courts, rinks, arenas and recreation centres and other facilities not related to sport and fitness.
Northern Affairs and National Resources	Operated National Parks through Parks Branch until about 1966-67. Encouraged community recreation programs through the Education and Welfare Services of the Northern Administration and Lands Branch. Operated the Canadian Wildlife Service. Gave grants for campground and picnic area development along Trans Canada Highway. Provided \$60,000 to the CODA for capital construction costs related to 1968 Olympic bid
Dominion Bureau of Statistics	This department compiles demographic and other statistics which contribute to recreation research and planning.
Transport	Provides navigational service to yachtsmen and sets regulations as to the use and safety of life jackets, canoes, rowboats, etc.
Treasury Board	Provided very limited funding toward fitness programs for federal employees. Financial support given to Recreational Association of Ottawa (a federal government employees association) and the Ottawa YMCA for development or provision of facilities to federal employees.
Veterin's Affairs	Provides grants to the Canadian Red Cross Society for arts and crafts programs in hospitals.
Interdepartmental Committees	In 1963 an Interdepartmental Committee was set up between the Department of Labour and National Health and Welfare to coordinate and provide input into the Municipal Winter Works Program. In 1964 another Committee was structured to coordinate federal government funding to the 1968 Olympic Winter Games bid. This Interdepartmental Committee involved External Affairs, Finance, Defence, Northern Affairs and National Resources and the Canadian Government Travel Bureau.
Agencies and Crown Corporations	
Canadian Broadcasting Corporation (CBC)	Broadcasts and televised sporting events. Produced promotion packages for the FAS programs. Emphasis on professional sport
Canada Council	
Central Mortgage and Housing Corporation (CMHC)	Provides information for community development and planning. Personnel are employed with expertise in the development of playgrounds, recreational space and design of equipment.
Commission for International Cooperation Year (1964-1966)	Promoted programs in all fields including sport to celebrate International Year sponsored by the United Nations.
Medical Research Council	Advisory role
National Capital Commission by 1969 (was Federal District Commission)	Provided recreational services and developmental in the Ottawa Capital region.
National Film Board	Developed films and "How to Kits" on lacrosse, figure skating, skiing and family camping, etc.
National Research Council	Advisory role.

Sources: Blackstock (1963b); CANPER (1964c); Canadian Recreation Symposium Corp. (1967ixvi); Commons Debates (1961q, 1962h, 1962o, 1962q); Department of Labour (1962-65); DNHM (1961-1969 Annual Reports); DNHM (1969a, Appendix D); DNHM (1978d.4); FPD (Jan. 28, 1963:10); FPD (1964:4); KIDD (1965:11-12); KIDD (1965:43-47); LALING (1967); LaMarsh (1966); NAC (Feb. 1962:6), NAC (Nov. 1962:7); NAC (March, 1963:17); NAC (Oct. 1966:3); Neider (1977).

EXTRA-FEDERAL GOVERNMENT DEVELOPMENTS
RELATED TO SPORT

Up to 1961 the sport delivery system developed on its own with very limited funding from any level of government. What the previous sections in this Chapter show is that between 1961 and 1969 the major developments within the sport and recreation systems occurred or were greatly enhanced because of government influence and funding. Figures 4-15, 4-16 and 4-17 show the evolution of the sectors and components of the sport system from 1961 to 1969⁸⁴.

International Developments

Relatively few new organizations or concepts - - such as an Olympic Games - - developed during this period at the international level of sport⁸⁵. In 1964, the International Sports Organization for the Disabled (ISOD) was founded. The idea for ISOD grew out of the Stoke Mandeville Games held in England beginning in 1948. Today ISOD is recognized as the governing body for international games for the physically disabled. ISOD hosts the Paralympics, the International Games for paraplegics. These are usually held immediately after the Olympic Games in the country hosting the Olympics (Bennett, et al., 1975:141). Three years later another major development occurred for handicapped athletes.

The Pan American Paraplegic Games were held in conjunction with the Winnipeg Pan American Games (Bedecki,

⁸⁴ Figure 3-17 depicts the sport system circa 1961.

⁸⁵ See Appendix 7 for references in this section

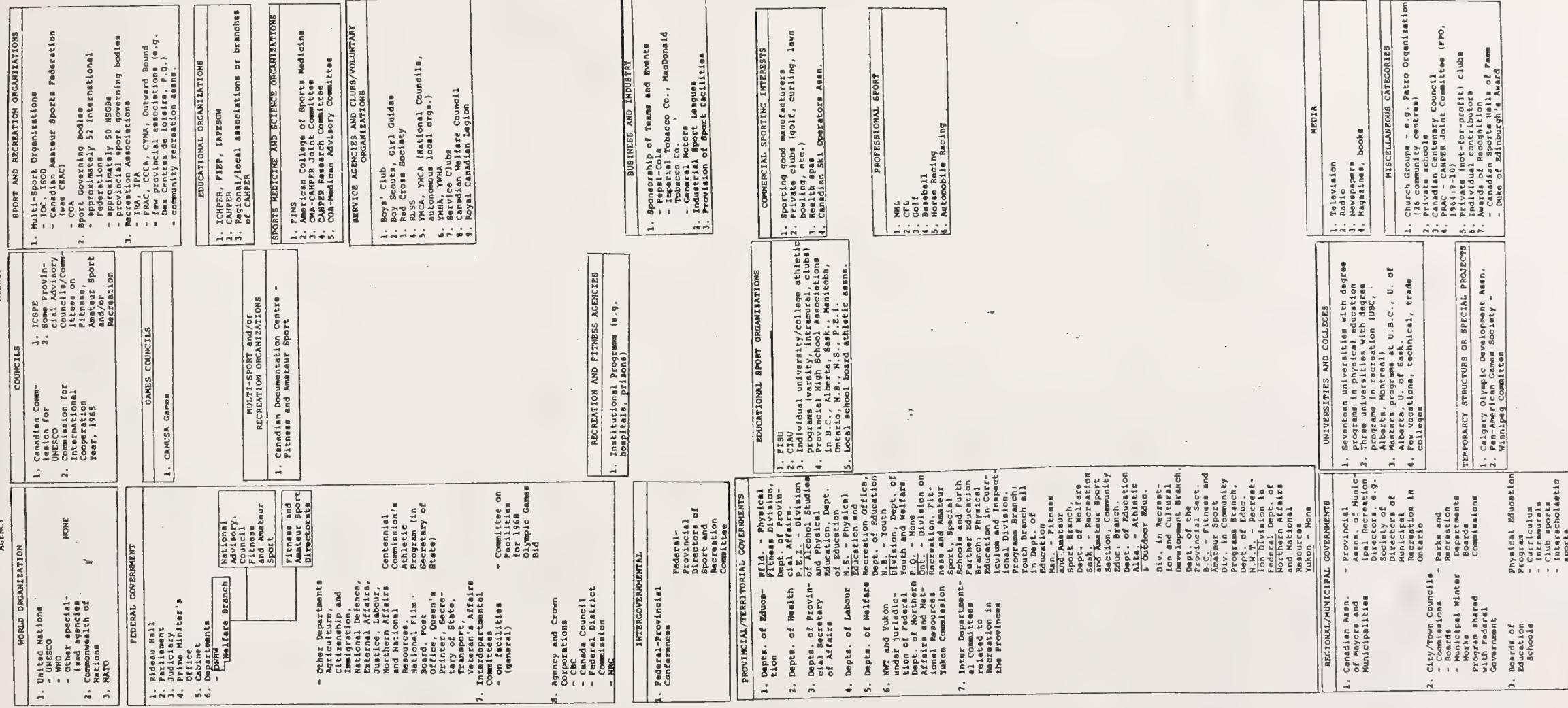
FIGURE 4-13

DIAGRAM OF THE SECTORS AND COMPONENTS COMPRISING THE SPORT SYSTEM: RELATED TO CANADA - Circa 1964

PRIVATE SECTOR

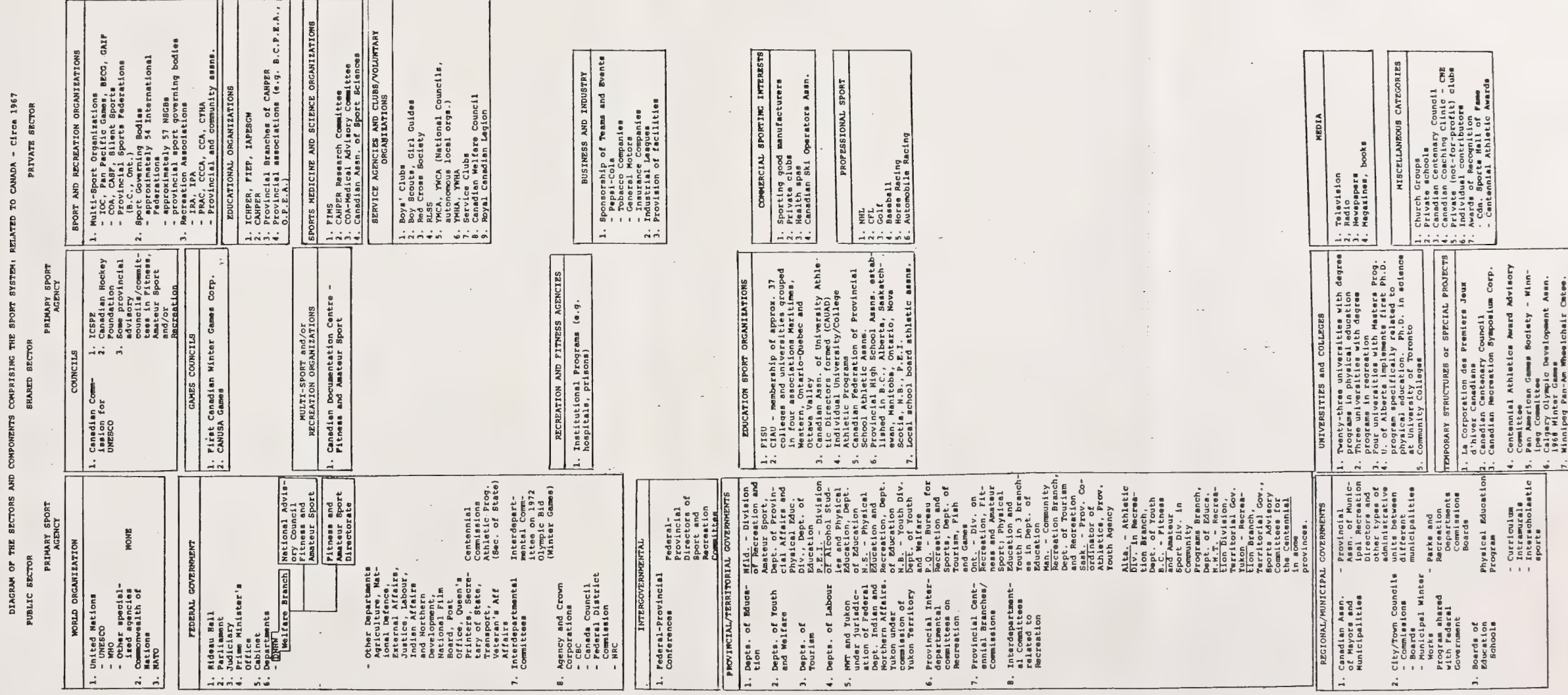
SHARED SECTOR

PRIMARY SPORT AGENCY



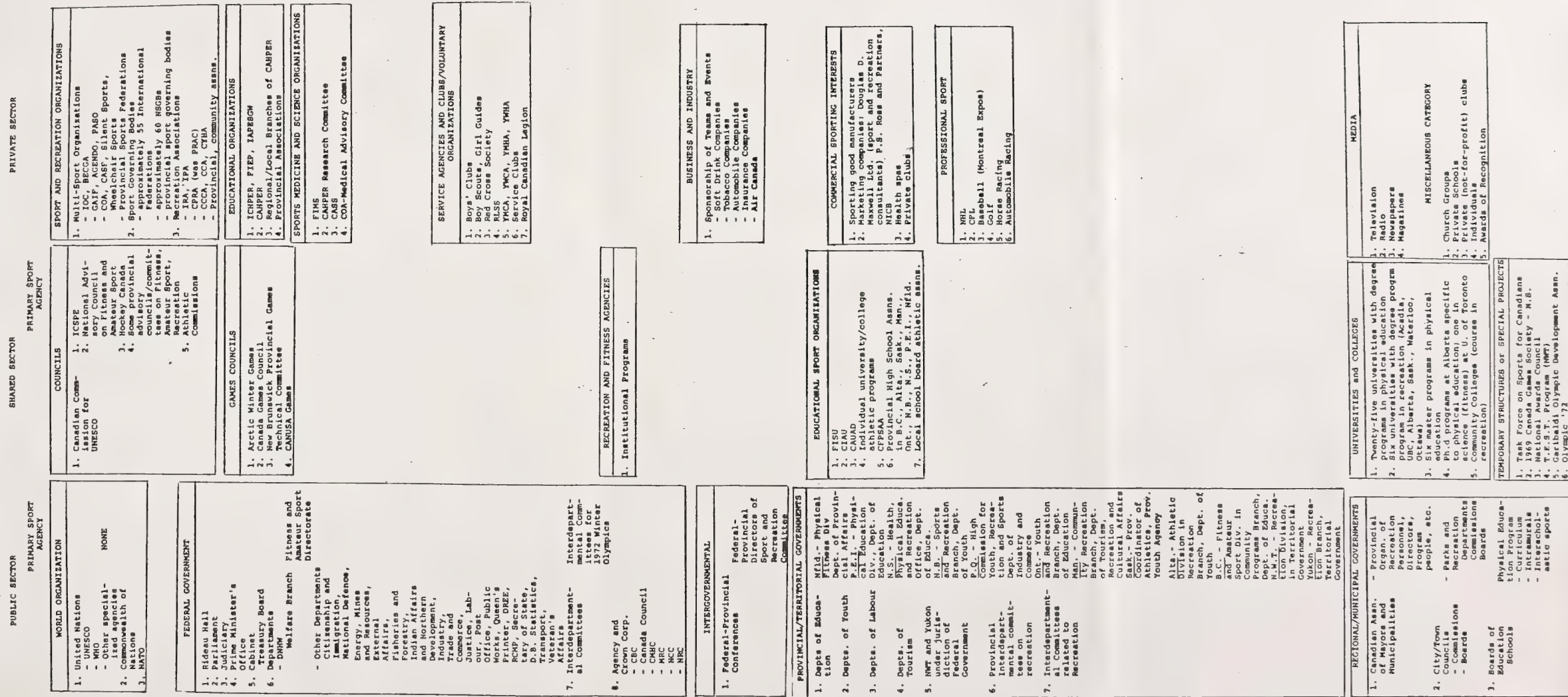
Components within the shared and private sectors can be divided into international, national, provincial or state, regional and municipal or local organizational levels.
 * Councils, organizations, agencies and institutions falling within the shared sector vary in their degree of shared sector status with some naturally leaning more toward the public sector and others more toward the private.

FIGURE 4-16



Components within the shared and private sectors can be divided into international, national, provincial or state, regional and municipal or local organisational levels.

FIGURE 4-17
DIAGRAM OF THE SECTORS AND COMPONENTS COMPRISING THE SPORT SYSTEM: RELATED TO CANADA - C.I.R.S. 1969



1971:22). There were 124 participants from six countries. The Games, listed as a Centennial event took place because of the initiative of Canadian paraplegics. The federal government through the FAS program contributed \$17,475 (DNHW,1968ar:3). One of the outcomes of these games was the strengthening of the fledgling Canadian Wheelchair Sports Association.

At Tokyo, in 1966, another multi-sporting event began involving Canadian athletes. In that year the Pan Pacific Games were begun with the patronage of the IOC (Bedecki, 1971:14). Later in this period two new multi-sport organizations began that are not involved in the hosting of any games.

The General Assembly of International Federations (GAIF) began as a quasi-sports federation for international sports federations in 1967. GAIF is a loose structure of all international sports federations who wish to join. The intended purpose of the Organization is to coordinate developments and exchange views on all matters related to sport, especially those involving high performance sport.

The year GAIF began another similar organization was found (Keller, 1971a:15). Around 1968, the Permanent General Assembly of National Olympic Committees (AGPENO) organized to counterbalance the dominance of the IOC. AGPENO is composed of National Olympic Committees (NOCs) who meet irregularly and less formally in comparison to the IOC. The main purpose that NOCs use this organization for is to further their own interests that are usually in conflict with views held by

the IOC. Both GAIF and AGPENO are not that influential on the world sports scene.

Insofar as the individual international federations are concerned, Appendix 6 shows that approximately five new organizations began in the period from 1961-62 to 1969 (squash, trampolining, baseball, kendo and orienteering). Major international competitions were initiated in skiing, softball, squash, trampolining, volleyball, golf, lacrosse, netball and orienteering (Appendix 6).

Domestic Developments

The more important developments in Canada happened in connection with the implementation of the FASA by the NAC. The influence of the primary sports and recreation organizations is discussed above under positional outputs related to the Act. The following is a general resume of other trends and developments that did occur to 1969.

Sport. During the 1960s NSGBs, provincial sport governing bodies and other sports organizations continued to be formed and developed simultaneously and in large part without awareness of each other's creation or growth. Many provincial sports governing bodies developed prior to their related national organizations and created the pressures for stronger national bodies (McLenahan, 1977). The communication between the national and provincial bodies - - and one can certainly assume the same occurred between provincial and local sports organizations - - was poor. In many cases there were conflicts over jurisdiction within a given province or region (Bayer,

FIGURE 4-18
PROVINCIAL BRANCHES OF SPORT GOVERNING BODIES
SPORTS SURVEY

	Nfld.	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Yukon	N.W.T.
A. Boxing	+	+	+	+	+	+	+	+	+	+	+	+
A. Fencing	+	+	+	+	+	+	+	+	+	+	+	+
U. Gymnastics	+	+	+	+	+	+	+	+	+	+	+	+
of Handball	+	+	+	+	+	+	+	+	+	+	+	+
C. Track & Field	+	+	+	+	+	+	+	+	+	+	+	+
Weightlifting	+	+	+	+	+	+	+	+	+	+	+	+
Wrestling	+	+	+	+	+	+	+	+	+	+	+	+
Archery	+	+	+	+	+	+	+	+	+	+	+	+
Badminton	+	+	+	+	+	+	+	+	+	+	+	+
Baseball	+	+	+	+	+	+	+	+	+	+	+	+
Basketball	+	+	+	+	+	+	+	+	+	+	+	+
Bobsleigh	+	+	+	+	+	+	+	+	+	+	+	+
Canoe	+	+	+	+	+	+	+	+	+	+	+	+
Cricknet	+	+	+	+	+	+	+	+	+	+	+	+
Cycling	+	+	+	+	+	+	+	+	+	+	+	+
(M) Field Hockey	+	+	+	+	+	+	+	+	+	+	+	+
(W) Field Hockey	+	+	+	+	+	+	+	+	+	+	+	+
Figure Skating	+	+	+	+	+	+	+	+	+	+	+	+
(M) Golf	+	+	+	+	+	+	+	+	+	+	+	+
(W) Golf	+	+	+	+	+	+	+	+	+	+	+	+
Hockey	+	+	+	+	+	+	+	+	+	+	+	+
Judo	+	+	+	+	+	+	+	+	+	+	+	+
Lawn Bowling	+	+	+	+	+	+	+	+	+	+	+	+
Lacrosse	+	+	+	+	+	+	+	+	+	+	+	+
Oarsmen	+	+	+	+	+	+	+	+	+	+	+	+
Rugger	+	+	+	+	+	+	+	+	+	+	+	+
Shooting	+	+	+	+	+	+	+	+	+	+	+	+
Ski	+	+	+	+	+	+	+	+	+	+	+	+
Snow Shoers	+	+	+	+	+	+	+	+	+	+	+	+
Soccer	+	+	+	+	+	+	+	+	+	+	+	+
Softball	+	+	+	+	+	+	+	+	+	+	+	+
Speed Skating	+	+	+	+	+	+	+	+	+	+	+	+
Swimming	+	+	+	+	+	+	+	+	+	+	+	+
Table Tennis	+	+	+	+	+	+	+	+	+	+	+	+
Tennis	+	+	+	+	+	+	+	+	+	+	+	+
Volleyball	+	+	+	+	+	+	+	+	+	+	+	+
Water Ski	+	+	+	+	+	+	+	+	+	+	+	+
Yachting	+	+	+	+	+	+	+	+	+	+	+	+
Football	+	+	+	+	+	+	+	+	+	+	+	+

+ - Active
* - Non-active
Detailed information from Quebec and Yukon was not available at this time.

Source: FPD, 1965:21 (modified)

1977; FPD, May, 1963:3; FPD, Nov., 1967:7-8; Johnston, 1977; McLenahan, 1977).

In 1964-65 a Sports Survey of Provincial Branches of Sport Governing Bodies was conducted by the FASD. The results of the Survey were reported on at the Annual Meeting of the Federal-Provincial Directors (FPD, 1965:13-14). The results of the Study are shown in Figure 4-18. This Survey underlined the lack of communication between national and provincial bodies, and provincial sports organizations and the provincial directors (FPD, 1965:14). Many of the provincial directors believed that better liaison and communication between all sectors and levels of government could be effected through a change of representation on the NAC to include these components. However, this idea was rejected at the meeting (FPD, 1965:14).

At the national level approximately fourteen new sports governing bodies were formed. The trend in many new sporting interests indicates that people were looking for excitement. The sports gaining in popularity were motor boat racing, auto racing, water skiing, skydiving, gliding and snowmobiling (Howell and Howell, 1969:345, see Appendix 9). This growth, as in the provinces, occurred independently of the NAC, FASD or other private sector "controlling" bodies such as the COA, CSAC and AAU of C.

However, the criteria for funding from the NAC required organizations to be structured nationally and well organized before they could become eligible for grants

(see Appendix 12)⁸⁶. Other criteria specified that local and provincial organizations could apply for funding to the NAC but only through national bodies with which they were affiliated or through the provincial programs (see Appendix 12, 6:2). These policies did have an effect on this growth insofar as some provincial organizations and even local clubs influenced the development of national bodies through which they could apply for funding. As national bodies grew they became conduits for funds to provincial and local organizations. Although this was not perceived as a problem in this period, the provincial directors would take issue with this direct federal assistance to the provinces in the 1970s (Auger, 1977; Bayer, 1977; Clarke, 1977; Ganske, 1977; Johnson, 1977; McFarland, 1977; McLenahan, 1977; Secord, 1972:4; Thorsen, 1977)⁸⁷.

About the mid-1960s a few provincial sports federations began to form. In 1963 Nova Scotia created an Advisory Council on Fitness and Amateur Sport as it had done under the 1943 NPFA. Ontario and British Columbia sports people began to organize private sector sports federations around 1965 (CASF, 1968P:Appendix IX A; FPD, 1965:4-5)

⁸⁶ The definition of what constituted a national organization fluctuated throughout this period. Some believed the organizations had to be developed in 3, 5, 6, etc. provinces although this was not firmly specified in the criteria (Brown, 1977).

⁸⁷ Appendix 14 shows that in 1968-69, 45 sports governing bodies received assistance. From 1962 to 1969, 54 had received funds.

In 1962, as a result of the National Legion Coaching Clinic the Canadian Track and Field Coaches Association was formed (Wallingford, 1963). Three years later a Canadian Hockey Coaches Association was formed as a result of the Leadership Institute organized by the CAHA through a grant from the FAS program.

Another new development and trend was stimulated by the First Canadian Winter Games at Quebec City. In 1967 the First Provincial Games were initiated by New Brunswick. The New Brunswick Centennial Winter Games were organized through a Technical Committee (FPD, 1968:9). The Games were funded by the Canadian and New Brunswick Governments. Fifteen thousand dollars were provided through the federal-provincial agreement. Additional funding was provided from revenue and the New Brunswick and Canadian Centennial Commissions. The program was primarily developmental and aimed at preparing athletes coaches and officials of New Brunswick for the proposed 1971 Canada Winter Games scheduled for Banff. Provincial and national sports governing bodies had a leading role in sport, athlete and coach selection. Leadership Workshops were held by prominent coaches prior to the Games (Meagher, 1968). The Games were such an outstanding event that other provincial directors requested detailed reports on their organization to assist them in developing similar events in their respective provinces (FPD, 1968:9).

What appears to have occurred throughout this period was not a "bottoms up" or "tops down" development but rather a spontaneous type of evolution. The formation of national organizations and events being a response to local or provincial needs on the one hand; and local, provincial or regional events or organizations being conceived because of ideas or concepts initiated at the national level on the other hand.

2. Recreation. Perhaps the most significant development during this period related to recreation at the national level was the hosting of the Canadian Symposium of Recreation on June 10-16, 1967 at Montreal. The undertaking of the event was revealed at the 1965 CAHPER Convention in Fredericton. The purpose of the Symposium announced by Stewart Davidson,

...shall be to present an evaluation of the present condition of Recreation in Canada and to make suitable recommendations to the appropriate Federal, Provincial or Community Agencies concerning the future needs in this increasingly important phase of our national life (Davidson, 1965).

The Symposium was begun by CAHPER, PRAC, Association Canadienne des Centres de Loisirs and the Recreation Division of the Parks Department in the City of Montreal. This group incorporated the Symposium and formed the Board of Management. Later the Canadian Welfare Council joined the initial group. At the opening of the Symposium 180 associate organization members had joined the organization (Canadian Recreation Symposium, 1967;iv,xiii; Davidson, 1965).

In April 1967 advance resolutions were circulated to the member organizations which called for continuing the structure on a permanent basis. This organization's objective was to promote recreation and have a central and strong voice to advance the recreation movement. The goal of the new organization, it was reported,

is to develop a flexible structure in which everyone can feel at home and which might be called a "Recreation Federation of Canada" (Canadian Recreation Symposium, 1967:xiv)

Unfortunately not everyone felt at home and the idea did not develop beyond the end of the Symposium. An outcome discussed above, was the evolution of the PRAC into a more representative and responsive national association. By 1970, the new PRAC, The Canadian Parks and Recreation (CPRA) became the recognized recreation organization in Canada.

Recreation at the provincial level has been discussed in part in relation to the Federal-Provincial Directors Committee and the Federal-Provincial cost-sharing agreements under the Act. Figures 4-15, 4-16 and 4-17 show the changes in name and departments from 1961 (see Figure 3-17) to 1969. Baka (1978a), Broom and Baka (1979:18-25), Dinning (1974), McFarland (1970), P.S. Ross Report (DNHW, 1969a) and Schrodtt (1979) are excellent accounts of the development of sport and recreation at the provincial and local levels.

The provinces through the Provincial Directors of

Sport and Recreation have a direct access to and an impact on the local recreation programs. However, even by 1969 larger municipalities were developing effective recreational departments which began providing the leadership at these levels. By the end of 1969 provincial recreation associations existed in approximately five provinces (British Columbia, Saskatchewan, Ontario, Quebec, New Brunswick) and one regional recreation organization was identified, the Atlantic Provinces Recreation Society began around 1965-66 (FPD, 1965:9).

3. Education. Elementary school physical education continued to be virtually non-existent in Canadian schools throughout this period. High school physical education programs continued to develop and by the end of the era were more recreation than skill oriented. In general it appears that more time was allotted for physical education in the high schools at the end of the 1960s than at the end of the 1970s.⁸⁸ The trend in the entire total school program did emphasize intramural and interscholastic sports. Cosentino and Howell make note of an alarming trend that began at the end of the 1960 decade. They state:

⁸⁸ This overview is the personal opinion of the author and is not supported by hard data. A review of the CAHPER Journals and insights gained through experience have led the author to this conclusion.

TABLE 4-9

PROVINCIAL INTERSCHOLASTIC ATHLETIC ASSOCIATIONS

FORMED BY 1969

NAME	YEAR FOUND
British Columbia School Federation and Athletic Association	1964-65
Alberta Interscholastic Athletic Association	1954
Saskatchewan Interscholastic Athletic Association	1948
Manitoba Secondary School Athletic Association	1962
Ontario Federation of School Athletic Associations	1933*
Quebec (administered regionally and locally)	-
New Brunswick Interscholastic Athletic Association	1930
Nova Scotia Headmasters Association	1928
P.E.I. Interscholastic Athletic Association	1961-62
Newfoundland-Labrador High School Athletic Federation	1969

* Became OFSAA in 1948

Sources: Beach (1963), CAHPER (Across Canada, 1969, 35, 4:17),
 Spicer (1965:14-26).

It is curious to note, however, that while the elementary and secondary school physical education is more and more concerned with sport; that while physical education seems to have fragmentized into separate components of health, recreation, sports, and physical education, universities are, at the same time, emphasizing academic content rather than teaching and coaching methods (Cosentino and Howell, 1971:68).

The sport emphasis in the schools was depicted by the growth of interscholastic sport. Provincial high school championship events occurred in more sports and there was a definite trend toward the development of national high school championships. However, as in the past, this was discouraged by school officials (Blackstock, 1977c). Table 4-9 shows that interscholastic sports were organized at the provincial level in every province except Quebec, Newfoundland, Northwest Territories and the Yukon by 1967. This activity at the provincial level paved the way for the creation of the CFPSAA in Canada's Centennial Year. One of the intentions of the federal government for providing the funds through CAHPER to create the CFPSAA was to encourage more sport competition. However, one of the initial resolutions passed by the CFPSAA was to limit school sport to the provincial level (DNHW, 1969a: 143).

At the university intercollegiate level the CIAU continued to develop as a national federation for the regional intercollegiate athletic associations.

In 1963 the newly formed Ontario Intercollegiate Athletic Association joined the four founding members in the CIAU. For the first time in Canada's history all the universities from west to east were now under one umbrella (Wynne, 1965: 180-181). In 1967 at the Canadian Recreation Symposium the athletic directors from all the member institutions of the CIAU met and formed the Canadian Association of University Athletic Directors (MacFarlane, 1967). Similar organizations exist within each regional intercollegiate association. In the same year the women began to organize themselves intercollegiately.

CAHPER, in 1967, created the University Women's Physical Education Committee. This Committee cooperated with CAHPER's Women's Athletic Committee to study the needs of women in sport at the university level. The first study undertaken by this group was chaired by Dr. Pat Lawson from the University of Saskatchewan, Saskatoon. Dr. Lawson was also on the NAC at the time (see Appendix 10). The purpose of the study was to arrive at a statement of standards and policies for the conduct of university intramurals, recreational sport and intercollegiate programs for women. This occurred and the results of this study and the follow-up efforts of the Committee led directly to the formation of the Canadian Women's Intercollegiate Athletic Union about three years later (Austin, 1968).

Throughout this period CAHPER became recognized

as an educationally-fitness oriented organization. At the provincial level like-organizations, such as the British Columbia Physical Education Society and the Ontario Physical Education Association developed. Regionally, the Atlantic Provinces Health, Physical Education, and Recreation Association was created as a Branch of CAHPER to foster physical education in the schools and universities (Spicer, 1965).

Although community colleges existed in Canada prior to this period they were not considered as vital as they are today. Generally speaking community colleges in North America were viewed as preparatory centres for students wishing to transfer to universities (Wilson and Markell, 1966). The community college, therefore, was still in a developmental phase and only budgeted a few funds for recreation diploma course programs or intercollegiate play.

4. Sports science and medicine. The most significant development related to sports science and medicine, other than the research and scholarship programs under the FAS program was the formation of the Canadian Association of Sports Sciences (CASS). Merriman (1967) has written an excellent review of the history of CASS. In brief, quoting from Merriman, CASS was an outgrowth of the CMA-CAHPER Joint Committee reorganized in 1965. The thought of forming such an organization was that of the Medical Services Committee for the 1967 Pan American Games. They believed

the effects of the high altitude athletes would have to confront at the 1968 Mexico Olympic Games. To prepare for the 68 Olympics the COA-MAC worked closely with the University Research Units, NSGBs and the CMA (COA, 1967). One new international body was identified in this period. In 1965 the International Society for Sports Psychology (ISPS) held its first Congress at Rome (Bennett, et.al, 1975:24).

5. Service agencies, clubs and voluntary organizations. These organizations are so many and varied that most of their development occurred independently of the federal government. Appendix 18 lists all of these organizations that were granted funding through the program under the FASA.

6. Business, industry, commerce and the media. Generally by the end of this period sport and fitness organizations and individuals began to realize that business, industry, commerce and the media are vital to Canadian sport development. For example, it was suggested that business and industry must play a more prominent role in the financing of amateur sport at the 1967 Recreation Symposium (Wilkinson, et.al, 1967).

In 1969 the COA showed that federal government contributions amounted to about 20 per cent of the Association's needs. The remaining 80 per cent came from industry, other governments and the public (DNHW, 1969ar:3).

The P.S. Ross Study (DNHW, 1969a) shows that business and industry contributed to sport in a limited way at the national level.

The Study did indicate substantial contributions were made by local companies to sport and recreation organizations, such as the YMCA and Boys' Clubs, within their immediate community. The media's role in sport promotion heightened in Canada as televisions became household necessities.

P.S. Ross and Partners contracted the National Industrial Conference Board Company (NICB) to carry out a Survey of Support to Employee Recreation and Amateur Sport by Canadian Companies in July of 1969 (DNHW, 1969a, Part 1, Appendix G). The Survey shows:

...firms which responded reported financial support to the extent of \$160,000. For reasons unknown, curling received the greatest support followed by golf, hockey, YM-YWCA, the Canadian Olympic Association and baseball (DNHW, 1969a:180).

Example of companies contributing at the national level in a major way were: 1) Pepsi-Cola which supported seventeen different organizations for junior level competitions; 2) Imperial Tobacco Company supported the Canadian Amateur Ski Association heavily and retained a public relations firm to organize and promote the duMaurier International World Cup Ski Races which began in 1966; 3) General Motors also worked with the Skiing Association in creating the Pontiac Cup. G.M. retained a professional public relations firm to promote the event; 4) MacDonald Tobacco Company and Air Canada respectively sponsored the Canadian Senior

Men's Curling Championship (THE BRIER) and the Silver Broom World Curling Championship; 5) Sun Life and Metropolitan Life Insurance Companies promoted physical fitness. The professional public relation firms assistance with these events cost anywhere from \$60,000 to \$125,000 per year (DNHW, 1969a:181-183).⁸⁹

Commercially Vic Tanny type health spas were prominent by the end of the 1960s. Recreational resorts and private hunting camps were booming. Canadian entrepreneurs who owned and ran skiing resorts began to organize nationally and around the end of this period the Canadian Ski Operators Association was created. As the boom in recreational sport grew manufacturers of sporting goods and equipment benefitted. As these companies expanded and competed with one another the standards, quality and selection of equipment and clothing improved.

The NICB Survey also showed that a surprising 76% of the 203 firms surveyed contributed to employee recreation within each company to some degree. The types of programs ranged widely and included social programs. Eighteen per cent of these employers contributed a facility to the program. Fifty seven per cent contributed indirectly through donations to their employee association. Only 8 per cent of the firms employed a fitness or recreation director (DNHW, 1969a:177-178).

⁸⁹ See Cosentino (1973:407-411) for another perspective of the sport promoter.

The media's role of course, continued to be vital and was enhanced by the founding of the first private sector national television station, the CTV. What the creation of the CTV did in fact was provide Canadians alternative to the CBC and in effect doubled the time exposure for sport.

The P.S. Ross Report states that both the CBC and CTV devoted approximately one third of the sports time to amateur sport and two thirds to the selective professional sports enterpriser (DNHW, 1969a:193). During this period the CASF also began its Sports Awards to annually recognize the people working for newspapers, magazines, radio and television stations who make distinguished contributions through their media to amateur sport throughout the year (CASF Annual Proceedings, 1964-1969). These awards were designed to motivate the media to contribute more space and time to amateur sport. However, professional sport was much more attractive to individuals as association with the "pros" brought visibility and increased notoriety.

During the whole of 1968, 56 per cent of the total space (in the Vancouver Sun) on sports pages was devoted to professional sports, and a further 14 per cent to columnists, whose topic was predominantly professional sport, while only 20 per cent was allocated to coverage of amateur sport.⁹⁰

7. Professional Sport. The influence of professional sport, particularly the NHL, on amateur sport became very evident during this period. Their influence, discussed

⁹⁰ See Cosentino, 1973:412-417

previously, became of great concern to the NAC, Members of Parliament and the amateur sport public. By the end of the '60s the influence of professional sport on amateur sport and youth in general was noticeable.

In 1967 the NHL doubled, expanding from a six to a twelve team league. This development coupled with the establishment of the NHL Players Association resulted in lucrative salaries for hockey players. Elsewhere in North America other professional sports were expanding in a similar fashion.⁹¹ These events increased even more awareness for professional sport and in the view of this writer professional sport began to become recognized as a viable career path by youth and their parents. These developments filtered down to minor amateur sport increasing pressure for success on the youths playing sport.⁹²

8. Miscellaneous influence and developments. In 1963 the Young Men's and Women's Hebrew Association (YM-YWHA) was established. This organization was created to act as a federation of local Jewish community centres (Farina, 1965: 229). The YM-YWHA performs similar functions as the YM-YWCAs for people of the Jewish faith. Other local and regional religious organizations providing sport and recreation programs were identified by the P.S. Ross Report

⁹¹ For example, baseball expansion resulted in creation of the Montreal Expos of the National Baseball League in 1969. The Expos was the first professional team in the National or American Baseball Leagues to be established outside of the U.S.A.

⁹² See Cosentino, 1973:419-473 for a full account of these trends and developments.

(DNHW, 1969a:150-153). Some of those listed in the P.S. Ross Report received funding from the FAS program (see Appendices 16 and 18).

A notable event occurred in 1964. In that year the Canadian Centenary Council was established as,

... a volunteer non-governmental organization, (that brought) together the representatives of some 500 member-organizations to ensure effective and competent participation by voluntary organizations and corporations in the activities related to the Centenary of Canadian Confederation (Blackstock, 1964).

The Council worked closely with the governmental agency the Canadian Centennial Commission in the development of the wide range of programs and events for 1967. The Sub-Committee on Health, Physical Fitness and Sport was chaired by C.R. Blackstock, Executive Director of CAHPER. The Sub-Committee worked closely with national sport and recreation organizations and attempted to communicate and coordinate their efforts (Blackstock, 1964).

DISCUSSION

With the passage of the FASA in 1961 the federal government became directly involved in matters related to fitness and amateur sport. The Act provided the government with a rationale for responding to problems and concerns related to sport and fitness endeavours. From 1961 to 1969 the structures and policies were developed to deliver and create programs consistent with the Act's objectives. During this period many changes

occurred that led Prime Minister Pierre Elliott Trudeau to promise in a pre-election speech, during the 1968 campaign, that if elected he would appoint a Task Force to investigate amateur sport in Canada.

Figure 4-19 summarizes many of the changes or symptoms that Trudeau referred to in his speech and that have been discussed above. The following is a discussion of those changes.

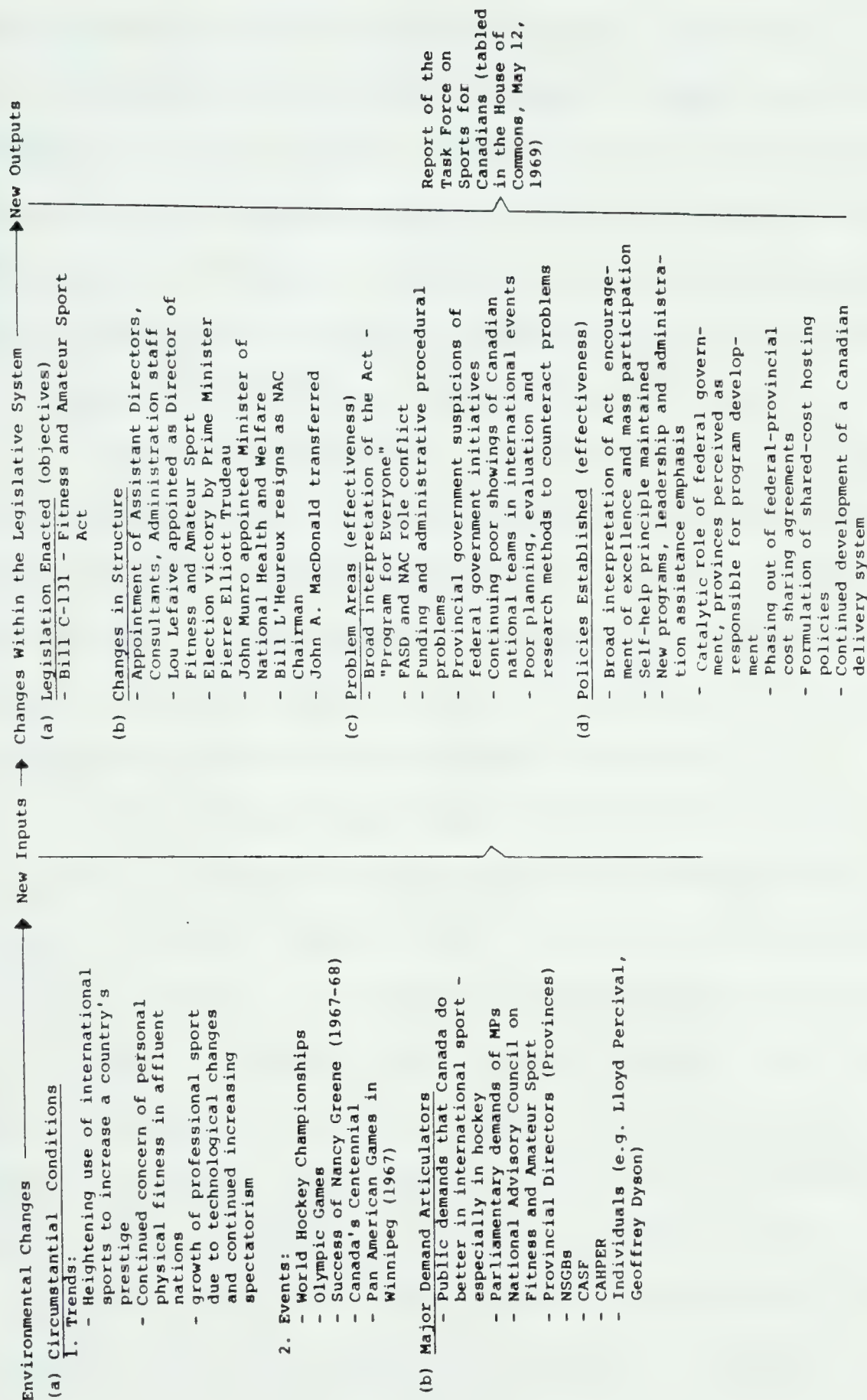
Environmental Changes Related to the GENESIS Of The
"Report of the Task Force on Sports for Canadians"

(a) Circumstantial Conditions - Trends and Events

The trend initiated after the Second World War of countries using sport to gain international prestige continued into the 1960s. To just participate at the world level became

FIGURE 4-19

MERANTO'S MODEL AS APPLIED TO THE GENESIS OF THE REPORT OF THE TASK FORCE ON SPORTS FOR CANADIANS



less acceptable as winning became more important. Toward the end of the 1960 decade attitudes became even more prevalent whereby "a win" came to be recognized as a reinforcer of a particular country's ideology, "a loss having the opposite effect." Concurrent with this world-wide trend professional sport in North America was broadening its appeal to the masses through television.

The growing appeal and expansion of pro-sport, especially hockey, had an overbearing effect on Canadian sport whereby the populace came to consider amateur as second-rate. The supposed failure of the Father Bauer coached National Hockey Teams in Olympic and World Hockey Championship play reinforced this attitude.

The personal physical fitness of a country's population appears to have come into question if it fared poorly in sports competitions. In Canada the link between fitness and sport continued to be fostered throughout this period. Persons like, Lloyd Percival, who warned of Russia's superior tactics and conditioning methods for hockey, promoted the idea that success in international sport was a measure of a country's fitness level.

In a positive sense Canada's Centennial celebrations created a good feeling among Canadians throughout the

nation. Centennial related sporting events, such as the 1967 Winnipeg Pan American Games, increased Canadian interest in international sport. Canada's good showing in these Games served as a counter-balance to the Country's poor showings in Olympic and World Championship competitions. General interest in sport and fitness was also fostered by Centenary promotions such as the Centennial Sports/Fitness Awards.

However, the events usually given much credit for Canada's sudden realization that as a nation it could do much better were Nancy Greene's World Championship and Olympic medal (skiing) successes in 1967 and 1968. Greene created timely attention to Canadian sport which many believe led the Prime Minister in the 1968 election campaign to state "...the Federal government must do more for sport" (DNHW, 1969:89).

(b) Major Demand Articulators. Perhaps Nancy Greene's and the Pan American Games athlete's successes prompted the public to ask why Canada could not do better in international sport-especially in hockey. The feeling that the public was somewhat concerned was expressed through the Members of Parliament who demanded to know if Canada could not do better on the international fields and rinks of play.

The studies (especially the hockey-related ones) and recommendations of the NAC, some of which found their way to the House of Commons' table, fueled the MPs concerns

about what should be done to assist Canadian amateur athletes. Insofar as hockey was concerned the NAC studies outlined the problems and obstacles leading to Canada's deterioration in "its own" game. Many of the recommendations of the NAC pointed the finger squarely at professional hockey-the NHL. Insofar as the Task Force Report devotes most of its attention to hockey and professional sport related problems it can be deduced that the NAC was somewhat successful in having their concerns highlighted. Indeed, as the Meagher, L'Heureux, Lefaive and many other interviewees for this study and a thorough review of the NAC minutes underscores is the simple fact that most-if not all the Task Force's recommendations can be found embodied in reports, proceedings and minutes of the NAC and other organizations years before the Task Force was struck.

Major demand articulators that influenced the NAC in its deliberations, the bureaucrats and the politicians were the provincial directors, the NSGBs, the CASF, CAHPER and a few individuals. The provincial directors, for example, pushed for regional and provincial training centres for athletes - although their chief concerns were more related to broad recreation issues. The NSGBs continued to put their concerns before the public through the media and to the NAC directly.

The NSGBs constant plea was for increased funding to support athletes competing abroad. Failure in international competitions was linked to the lack of

financial support which the NSGBs in turn blamed on the federal government. Many of the problems the NSGBs faced were aired through the annual meetings of the CASF. And although the CASF began to lose its influence after 1961 it served as an annual forum that the media used to assess the state of amateur sport in Canada. As well, because the Minister of Health and Welfare, the NAC and the FASD communicated in an annual report fashion to the sport community through the CASF Annual Meeting - the CASF hung on to its advocacy role.

CAHPER also continued to be perceived as an influential body to the end of this period. However, the influence in sport related matters CAHPER gained was not because of an organizational thrust but rather because of certain key individuals within the Association's membership. It appears that because of CAHPER's credibility, up to the end of the 1960s, members of CAHPER used the Association to advance or get support for various concerns or recommendations. For example, it was not uncommon for the NAC to go to CAHPER for support to "push" a certain recommendation, even though CAHPER may not have had an initial concern. This "relationship" - especially between the NAC and the Directorate was fostered by loyal members of CAHPER who were influential and active as NAC members, FASD staff and as political activists in their respective home ridings. Also, the close relationship "Blackie" Blackstock - - CAHPER's Executive Director - - had with

the chairman of the NAC and most of its members, the Directors and staff of the FASD and especially with Deputy Minister Joe Willard was paramount in CAHPER having a decision-influencing role within the NAC-FASD political framework.

Other individuals such as Percival and Geoffrey Dyson, the Head Coach for the Legion Track and Field clinics and a prominent world sports figure, did a great deal in promoting sport through the media which enhanced the federal government's interest in fitness and sport.

These environmental changes therefore, created the atmosphere for action, action that was induced further by the changes occurring within the legislative system.

Changes Within the Legislative System Related to the Genesis of the "Report of the Task Force"

(a) Legislation Enacted. Of course the legislation enacted that incorporated the Government's objectives related to fitness and amateur sport was the FASA. The Act determined the federal government structure for its implementation. Being a new piece of legislation in 1961, however, led to problems that culminated in the formulation of policies and the ultimate appointment of the Task Force on Sports for Canadians.

(b) Changes in Structure. In 1961 when the FASA was passed the intention was to make the NAC a citizen's committee in charge and responsible for the FAS program

to the Minister of Health and Welfare. The Act did not clearly specify the role and make-up of the FASD. In the first instance the FASD was preceived as the secretariat to the Council a position it maintained until 1966-67.

In that year the staff began to grow as the program needs resulted in enhancing the assistant director positions and adding four consultants. Additional administrative staff were hired especially in the finance area. This development began the slow shift of duties and some responsibilities from the NAC to the Directorate.

However, throughout this period up to the appointment of the Honourable John Munro as Minister of Health and Welfare the NAC remained as the primary decision-making body in matters related to the FASA. The Council, although very interested in sport, maintained a very broad "recreation" perspective in carving out a "program for everyone". A perspective that the FASD's new Director, Lou Lefaive, did not completely agree with.

Lefaive's appointment in February of 1968 marked the ending of one era and the beginning of another. Although Lefaive did not have formal training in physical education and sport he soon became a strong advocate of excellence and high performance sport. Most of Lefaive's early speeches focused on sport and espoused - - as though justification for his stand - - the philosophy Rene Maheu advocated in his speech to the first ICSPE Congress in Rome. Following the victory of the Liberals, Lefaive followed-up on the new Prime Minister's promise of

creating a Task Force on Sports. With the simultaneous appointment of Munro as Minister, Lefaive had little trouble pushing his "elite-sport" philosophy to the forefront.

The relatively close timing of the Munro-Lefaive appointments were fundamental in having the Task Force become a prominent reality. Both men respected each other and considered sport the most important aspect of the fitness and amateur sport program. Munro also agreed with Lefaive that the NAC had become an executive body and that the Directorate should have the lead role. This "partnership" led to the demise of the NAC as an executive-authoritative body. When Bill L'Heureux's attempt to convince Munro that the NAC should be "the" independent Council for sport and recreation failed he had little choice but to step aside as the Chairman of the NAC. Soon after L'Heureux's resignation John A. MacDonald was transferred out of the Department of Health and Welfare to duties at the United Nations. This resulted in Lefaive having almost a free-hand in taking the program in a new direction.

Although the aforementioned changes in structure did not cause the Task Force to be created, as Figure 4-19 may suggest, what they most certainly resulted in was the form the "Task Force Report" took and the pervasive sports philosophy it espoused when it was tabled in the House of Commons on May 12, 1969.

(c) Problem Areas. Perhaps the fundamental issue leading to a need for a new approach in 1969 was inherent in the Act itself. The Act was written in a way, by Willard and Plewes in the main, so that it could be interpreted broadly. This the NAC attempted to carry out with little funding. When one studies the outputs of the Act, for the 1961-1969 period taking the lack of funds into account, the conclusion is quickly reached that the NAC was highly successful. However, the fact still remains that the program was so broad that it could not meet all the sport system needs and thereby left many within the system dissatisfied.

The NAC also did not have the type of administrative support required to quickly process the grant requests put forward by the client agencies. And these bureaucratic problems led to many of the groups, especially the sports governing bodies, to publicly criticize the program. The continuing poor showings of Canada's national teams in international sporting events - - especially hockey - - gave credence to concerns raised about the program's effectiveness. Although, the problems facing sport were recognized the research, planning and evaluative methods were not related to or concerned with these fundamental problems.

Often problems that did not enhance the program's effectiveness related to the provincial government's suspicions of federal government initiatives in fitness and amateur sport. And although many good things resulted from

federal-provincial cooperation, the provinces were always concerned about transgression of the "feds" into their jurisdictional areas. The need for a clear statement or policy to enhance cooperation between the two levels of government slowly evolved during this period. As "sport" was a more definitive area than "fitness" and because fitness was perceived to be more of a recreation-related provincial concern, unlike sport, it became inevitable that as a policy area sport was more "in line" with the federal government objectives.

Another effective outcome of any major policy statement is the differentiation of roles. Lefaive, being the tactical sports-politician, saw in the Task Force a way to once and for all make the NAC take its "advisory" role, a role he perceived as subservient to the Directorate. In this regard the Task Force Report - - at least for Munro and Lefaive - - could be viewed as a watershed, a new beginning, from where they could initiate a sport emphasis.

(d) Policies Established. The first seven years of the Act under the leadership of the NAC can and should be considered as very successful ones in terms of program outputs. Clearly there were many problems with respect to staffing, inside political moves, funding procedures and high-performance sport results. But on balance the broad interpretation of the Act resulted in encouragement of mass participation and sport excellence.

The NAC maintained the principle of "self-help" which served to disburse the limited funds to a very wide segment of the Canadian populace (see Appendices 14, 15, 16, 17, 18, 20, 21, 22 and 25). Today, although somewhat battered, this policy is the mainstay of the federal fitness and amateur sport program.

The focus of the program was on leadership development and when consideration is given as to what was in existence in 1960 as compared to 1968 it can be said that the program was very successful. Notwithstanding some fundamental problems, the federal FAS program perhaps more than any other single factor facilitated the development of many of the physical education and recreation degree programs in Canadian universities in this period.

The limited administrative assistance to NSGBs did not in the final analysis compromise the self-help policy of the NAC. Rather the policy of allowing for administrative assistance encouraged recipient organizations to broaden their programs and membership which in turn, with varying degrees of success, enhanced their financial base of support and the effectiveness of the Canadian sport delivery system.

Through the cost-sharing programs the federal government was successful in getting the provinces involved in fitness and sport. The hiatus period of non-federal involvement in sport and fitness between 1955 and 1961 showed that the provinces looked to Ottawa for direction

in this field. A direct result of the Act today is that the provinces are highly involved in this field. Therefore, the consequent decision of the federal government to move away from federal-provincial cost sharing programs in favour of a shared-cost hosting policy (e.g. the Canada Games, Pan American Games events) has proven to be an effective one. This decision was fundamental in clarifying the respective roles of the federal and provincial governments. However, because of the decision of the federal government in 1966 to lessen the number of federal-provincial cost-sharing programs was met with some concerns at the time, a Task Force Report was timely in acting as the lever with which to effect the overall federal policy with respect to the FASA.

SUMMARY AND CONCLUSIONS

On December 15, 1961 the Fitness and Amateur Sport Act was proclaimed. The objectives of the new Act were the promotion, encouragement and development of fitness and amateur sport. From 1961 to 1969 the emphasis of the new program was on fitness, interpreted in the broadest sense. Blackstock (1977) states that "in reality and for practical reasons" fitness and recreation were treated as though they were synonymous terms. This wide interpretation of the Act was fostered by the Regulations agreed to by the NAC and passed by the Cabinet. In 1968, the appointments of Lou Lefaive as the Director of Fitness and Amateur Sport and of

John Munro as the Minister of Health and Welfare signalled a change from the fitness emphasis to one favouring the sport philosophy common to both men.

During this period the National Advisory Council on Fitness and Amateur Sport, the Provincial Directors' Committee and the FASD were established. The NAC became responsible to the Minister of Health and Welfare for the implementation of the "federal" aspects of the FAS program. To implement their program responsibilities the Council established a flexible committee structure of standing, special and ad hoc committees. The Grants Review, Research Review, and Scholarships and Fellowships committees were the three standing committees established to consider the major program emphases.

The Provincial Directors' Committee met more as a single group having very few committees. They met less frequently than the NAC. The reason the Committee was established was to implement the cost-sharing agreements authorized under section 5 of the FASA.

Dr. Joseph Willard, the Deputy Minister of Health and Welfare and John MacDonald, the Assistant Deputy Minister/Director General worked very closely with both the NAC and the Provincial Directors' Committee. Willard and MacDonald had an impact on and were influenced by the two groups.

In the final analysis, up to the appointment of Lou Lefaive, Mr. MacDonald was responsible for the FASD. The

FASD performed an administrative function, reacting to the demands of the NAC and the Provincial Directors' Committee which were primarily responsible for determining the outputs of the Fitness and Amateur Sport Act up to 1969.

In 1968, because of the concerns of the public and those raised in the House of Commons by the members present, Pierre Trudeau announced as an election promise the creation of a "Task Force on Sports for Canadians". Although this Task Force would only serve to showcase recommendations made either by the NAC, FASD or sports governing and recreation-related bodies prior to its formation, it would serve to provide a new direction for the program to be delivered in the 1970s under the FASA.

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